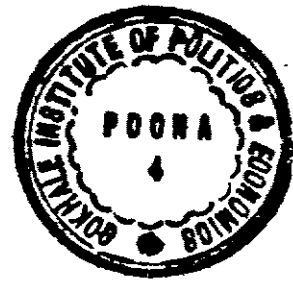


FINAL REPORT
ON THE
LAND REVENUE SETTLEMENT
OF THE
SAMBALPUR DISTRICT
1926.



BY
KHAN BAHADUR MUHAMMAD HAMID,
Settlement Officer.



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INTRODUCTION.

THIS is the fourth Settlement report of the Sambalpur district. The last report written by Mr. F. Dewar, I.C.S., Settlement Officer, in 1906, contains a mass of interesting and instructive information regarding the district and its revenue system which is of permanent value. In the present report I have endeavoured in Part I to bring Mr. Dewar's figures and information up to date, and in Part II to give a full account of the present operations and the modifications made at this revision in the settlement procedure and in the system of rent enhancement. The important papers relating to these two subjects are printed in Appendices I and J.

I am indebted to Mr. F. C. King, I.C.S., Deputy Commissioner, Sambalpur, for the two lists of laws in force in the Sambalpur district, printed in Appendix Q, which were prepared in his office.

M. HAMID.

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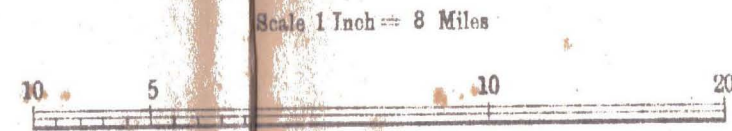
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DISTRICT
SAMBALPUR

BIHAR AND ORISSA



REFERENCES

Chief Town.	○ SAMBALPUR
Sub Division.	□ BARGARH
Zamindari or Thana.	○ Bheran
Town or Village.	○ <i>Banjipali</i>
Main Road.	—
District Boundary.	- - - - -
Sub Division.	- - - - -
Zamindari.	.....
Railway.	— Stn. —
Bargarh Sub Division.	— B —
Zamindari area.	▨
Patkulanda Zamindari.	4
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NOTE

Area in Square Miles. 3,824.
Population in 1921 789,466.

FINAL REPORT ON THE LAND REVENUE SETTLEMENT OF THE SAMBALPUR DISTRICT 1921—25.

PART I.

GENERAL ACCOUNT OF THE DISTRICT.

CHAPTER I.

General Description.

1. *Boundaries.*—The district is bounded on the north by the Feudatory States of Gangpur and Sarangarh and the Bilaspur and Raipur districts of the Central Provinces, on the south by the Feudatory States of Patna, Sonpur and Rairakhol, on the east by the Feudatory States of Rairakhol and Bamra and on the west by the Raipur district. There are certain lengths of the boundary line opposite the states of Gangpur, Bamra, Rairakhol and Patna and also opposite the Raipur district on the west which have never been authoritatively laid down and these portions of the boundary are shown in the thana maps as “unsurveyed”. The subject of the survey and demarcation of the district boundary was first raised by Mr. Moberly when he was Deputy Commissioner. Mr. Moberly considered that an authoritative survey of the exterior boundary of the district was urgently required as the greater part of the district boundary adjoined native states and he urged that as long as the boundary was not authoritatively surveyed and demarcated boundary disputes, which might be difficult and costly to decide, might arise at any moment. The Bengal Board of Revenue agreed that it would be very useful to have an authoritative boundary map of the district, but they did not think that the matter was of special urgency and therefore refrained from referring the question to Government until the financial position had very considerably improved. The proposal was renewed by Mr. Gruning when he was Commissioner of Orissa in 1921. The Board called for a further report from the Commissioner and on receipt of it consulted the Director of Land Records who promised to furnish a full report on the subject after he had visited Sambalpur and examined the question fully. The Director of Land Records (Mr. Hubback) finally reported on the subject to the Board in February 1925. The Board recommended to Government the proposal of Mr. Hubback that a preliminary conference should be held between the Settlement Officer as representative of Bihar and Orissa and a representative of the state or province concerned and an attempt be made without visiting the ground to settle on the basis of the maps the approximate boundary where it is not at present demarcated. Government approved of the proposal but decided that the preliminary conference should be limited in the first instance to that portion of the boundary which is wholly within Bihar and Orissa. I accordingly met the representatives of the Patna, Rairakhol, Bamra and Gangpur States at Sambalpur in September 1925.

The representative of the Patna State stated that the whole length of the boundary between the Patna State and the Borasambar zamindari in the

Sambalpur district had been demarcated by erection of pukka pillars except for a length of about 8 miles on the top of the Ganlamaradan range from a point opposite village Patrapali (Thana Paikmal, no. 55) to a point opposite village Manbhang (Thana Paikmal, no. 25). This length of the boundary line had been cleared but it remained to be inspected jointly by the Superintendent of the Patna State and the Dewan of Borasambar; there was no dispute here, the inspection would be done during the ensuing cold weather and after that pukka pillars would be erected as had been done for the rest of the boundary. The Dewan of Borasambar agreed to the statement.

The Rairakhol representative and Babu Abdhut Singh, Malguzar of Tampargarh, stated that Mr. Moberly's pukka pillars on the boundary of village Tamparsingha (Thana Mundher, no. 27) existed on the ground and the line was kept clear, and that the boundary between the Malguzari forest south of village Kusamura (Thana Mundher, no. 28) and the Rairakhol State was demarcated by stone cairns from the nala known as Baglath Jharan to the nala known as Tand Jaran, and this line, about $1\frac{1}{2}$ miles in length, had been cleared in January 1925 in the presence of representatives of both sides and it was proposed to erect pukka pillars along this line.

As regards the boundary line between this district and the Bamra and Gangpur States the state representatives took time to verify locally the statements made by the zamindars of Laira, Kolabira, Rajpur and Rampur regarding their respective boundaries. Replies from the Bamra and Gangpur States were received at the end of December 1925 when I was busy writing the final report and I had no opportunity to examine the subject further before I left the district in the beginning of February 1926.

2. *District area.*—Mr. Dewar estimated the area of the Bengal district (which was the same as the present district) to be 3,824 square miles and he has given details of this area in paragraph 2 of his report. What I have stated regarding the district boundary will show that the exact boundary line has not been surveyed in many places and therefore the total area of the district cannot be exactly calculated. There are two points to be noticed in connection with the details of the district area given by Mr. Dewar :—

(1) He takes no account of the bed of the Ib river. The total area of the Ib river bed within this district, as extracted from the Thana maps, comes to 12.6 square miles. There are 56 villages on the banks of the river. At last settlement the area of the river bed in some places was surveyed and included in the villages lying on the banks and at other places it was left out. No consistent policy appears to have been followed in this respect. The total area of the river bed thus included within village boundaries was 6 square miles. The remainder of the river bed (6.6 square miles) was declared to be a separate mahal in 1910. At the present revision it has been found convenient to prepare the maps according to the last settlement maps so far as the Ib river is concerned.

In the above calculation the bed of the Ib where it forms the boundary between this district and the Gangpur State has been wholly excluded.

(2) He apparently takes no account of the unsurveyed forests of the Tampargarh Estate, the area of which though not very considerable is by no means negligible.

Pending an authoritative survey of the whole of the district boundary it would be convenient to retain the figure of the district area given by Mr. Dewar, viz. 3,824 square miles, the details of which at present are as follows :—

	Square miles.
1. Total village areas	3,136
2. Government Forest Reserves	419
3. Unsurveyed Zamindari forests	292
4. Bed of the Mahanadi	67
Total	3,824

3. *Number of villages.*—The total number of villages in the district is 1,986, viz.,

Khalsa—

Gaontiai	...	...	...	...	...	809
Malguzari	...	...	...	...	...	119
Raiyatwari	...	...	...	...	...	16
Zamindari	...	...	...	...	...	1,042
				Total	...	1,986

The largest village is Tamparkela with an area of 7168.58 acres or just over 11 square miles; the smallest village is Purichampa with an area of 4.85 acres only. Both are in the sadr Tahsil.

4. *Communications.*—The total mileage of the Public Works Department roads in this district is 128 miles. The roads are (1) the Raipur-Sambalpur road which starts from Mundoghat on the Mahanadi opposite Sambalpur town and passing Attabira, Bargarh and Sohella enters the Phuljhar zamindari of the Raipur district in the 51st mile from Mundoghat, (2) the Sambalpur-Cuttack road which passes Mundher and Jujomura and runs for about 25 miles in this district, (3) the Bargarh-Bolangir road which takes off from the Raipur-Sambalpur road at the Jira bridge and runs for about 18 miles in this district till it enters the Sonpur State, (4) the Sambalpur-Sonpur road which came under the Public Works Department in 1907-08 and the length of which in this district is about 21 miles, (5) the Jharsogra-Bhasma road which runs for about 6½ miles north of Jharsogra till it enters the Gangpur State. Numbers (1), (2) and (3) are all metalled roads bridged throughout. Numbers (4) and (5) are unmetalled roads and in number (4) there are two unbridged streams across which temporary causeways are constructed by the Public Works Department during the dry season. On the Raipur-Sambalpur road a fine screw-pile bridge has been constructed across the Jira river just below Bargarh town. It was completed in January 1925 at a cost of Rs. 1,95,489.

The total mileage of the roads maintained by the District Council in 1905 was 48 miles. By 1925 the total mileage rose to 186½ miles, of which 4½ miles were metalled and the rest unmetalled. Some of these roads are, however, only fair weather roads. The pontoon bridge across the Mahanadi opposite Sambalpur town has been recently made over by Government to the District Council. It is managed by the District Council and the net income is divided by the District Council and the municipality.

Dharsas or village tracks lead to almost every village in the district and the mukaddam of the village is responsible for keeping them in repair during the dry season. Except in the hilly parts of the district it is possible to motor to most places in the interior after November.

5. *Forests.*—There are the following classes of forests in the district:—

(1) The Government reserved forests managed by the Forest Department the area of which in 1905 was 396 square miles. Since then a further 23 square miles have been reserved bringing the total reserved area up to 419 square miles.

(2) The unsurveyed zamindari forests outside the villages the total area of which at last settlement was 375 square miles. Since then an area of 110,493 acres or nearly 173 square miles has been excised from such forests in three zamindaris to form new villages or to add to existing villages. This has reduced the area of unsurveyed zamindari forests to 202 square miles but a considerable portion of the excised area is still covered with forests. All the unsurveyed forests are managed by the zamindars as their reserved forests. Those of the Borasambar zamindari are by far the most important in extent and value of all the zamindari forests and in my notes on the Borasambar

zamindari in this report I have proposed a survey of these forests and the framing of a plan and rules for their future management. The same policy may with advantage be adopted in regard to the unsurveyed forests in the other zamindaris also.

(3) The *Zabti* forests in the zamindaris which are included within village boundaries but are managed practically like the zamindars' unsurveyed forests, the tenants' rights of user in them having been extinguished long ago. Such forests have been found in 5 zamindaris, the areas being as follows:—

<i>Sadr Tahsil.</i>				Area in acres.
1. Kolabira zamindari	...	...	...	3462.02
2. Rajpur zamindari	!	...	...	573.79
3. Rampur zamindari	...	...	...	659.37
<i>Bargah Tahsil.</i>				
4. Borasambar zamindari	...	...	...	577.40
5. Bheren zamindari	...	...	...	195.64
Total				5468.22

(4) The "big tree" forests and the scrub jungles in the khalsa and zamindari portions of the district which are included within the villages and supply the domestic requirements of the village community. Their areas are as follows:—

Name of Tahsil.	Tree forest.		Increase or decrease.	Scrub jungle.		Increase or decrease.
	At last settlement.	At present.		At last settlement.	At present.	
1	2	3	4	5	6	7
<i>Bargah Tahsil.</i>						
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Khalsa	17,847	13,627	-4,220	81,950	68,634	-13,316
Zamindari	35,735	55,981	+20,226*	113,364	97,485	-15,879
Total of Bargah Tahsil	53,582	69,588	+16,006	195,314	166,119	-29,195
<i>Sadr Tahsil.</i>						
Khalsa	59,269	46,328	-12,941	105,412	82,536	-22,876
Zamindari	86,096	87,438	+1,342*	85,637	66,950	-18,687
Total of Sadr Tahsil	145,365	133,766	-11,599	191,049	149,486	-41,563
Grand total of the district	198,947	203,354	+4,407	386,283	315,605	-70,678

* Due to the addition of area excised from zamindari unsurveyed forests.

All the tree forest and scrub jungle (as well as all waste land) in the Khalsa gaontiai villages have been declared to be "protected forests" under the Indian Forest Act, and the exercise of the villagers' *nistar* rights in them is governed by the Protected Forest Rules.

(5) The unsurveyed forests of the Tampargarh Malguzari Estate the area of which is unknown. These are not very extensive and it may be that at last settlement a rough estimate of their area was made and included within the area of the unsurveyed zamindari forests given in paragraph 2 of Mr. Dewar's report.

In 1908 Mr. Moberly, Deputy Commissioner of Sambalpur, prepared a comprehensive note on the unresurveyed forests of Sambalpur. This has been printed and contains a mass of valuable information.

It will be seen from the figures given above that the forest area outside the Government reserve is continually shrinking. There must be some shrinkage in the natural course of extension of cultivation, but it does not seem to be realised by the people that it is necessary to preserve forests in the interest of the future welfare of the district. The people still employ very wasteful methods in taking their requirements from the forests which are open to them and zamindars when disforesting a block for extension of cultivation do not as a rule have any regard for the improvement and preservation of the forest. So far as the Government reserves are concerned there is for some reason or other a feeling of hostility in the minds of the people against the Forest Department. Perhaps there is an idea at the back of their minds that the Forest Department has grabbed something which once belonged to them and is keeping them out of it. I think it is very necessary that the masses should be educated to understand and appreciate the value of forests and the necessity of forest preservation. Some simple lessons on this subject might be included in the curriculum of all village schools and it would be easy to draw a moral from the great inconvenience caused to the people of the Bargarh plain by the denudation of the forests which once existed there.

6. *Minerals*.—The district is supposed to be rich in minerals but not much prospecting has so far been done and the actual mineral wealth is still unknown. Mica has been found in the following 19 villages of the Borasambar zamindari. A contractor started the working of mica in that zamindari some years ago but has not found the working profitable.

Names of villages of Borasambar zamindari in which mica has been found :—

1. Palsada.
2. Piplipali.
3. Borasambar.
4. Jharmunda.
5. Kandijharan.
6. Paikmal.
7. Maubhang. .
8. Georgegarh.
9. Durkijharan.
10. Fraserpur.
11. Naikenpali *alias* Sadanandpur.
12. Bhengrajpur.
13. Kechhodadar *alias* Kechhomal.
14. Maharanimeripur.
15. Temrimal.
16. Sargipali.
17. Lebri.
18. Sardhapali.
19. Palsani.

The Hingir Rampur Coal Company are working a colliery close to the Ib railway station and the quantities of coal exported by rail during the last 5 years are shown below :—

1920	1921	1922	1923	1924
Tons.	Tons.	Tons.	Tons.	Tons.
18,888	56,736	66,457	33,156	36,437

7. *Debrigarh as a Sanitarium.*—Debrigarh is a peak in the Barapahar range of hills in the Bargarh subdivision having a height of 2,237 feet. It has wide stretches of level ground near the top where there is a forest village with good water-supply. The climate is cool and salubrious and the scenery magnificent. A forest bungalow somewhere near this village would be an extremely desirable addition to the amenities of touring in that part of the district. There is a fair-weather motor road via Ramedega to the base of the hill from where it is a climb of three miles to the top. The total distance from Sambalpur is about 55 miles, but when the new motor road over the Khijuria pass is completed the distance will be considerably shortened. The hill has interesting historical associations.

8. *Administrative changes.*—As described by Mr. Dewar the Phuljhar zamindari, the Chandarpur-Padampur zamindari, the Malkharoda Jagir and 9 khalsa villages were detached from this district and attached to the Central Provinces in 1905, the Phuljhar zamindari to the Raipur district and the rest to the Bilaspur district. Recently an agitation has been started for the amalgamation of all Oriya-speaking tracts under one administration. On the ground of affinity of language the people of Sambalpur are demanding that the Khariar and Phuljhar zamindaris from the Raipur district and the Chandarpur-Padampur zamindari from the Bilaspur district should be included again in the Sambalpur district.

CHAPTER II.

Early History.

9. The early history of this tract has been described at length in previous settlement reports and gazetteers of the district beginning from the first gazetteer published in 1868. It would be superfluous for me to repeat all the details, historical as well as legendary, of the history of Sambalpur. But I would like to set forth here certain information supplied by Pandit Lochan Prasad Pandey of Balpur in the Chandarpur Zamindari of Bilaspur district, which fixes the dates of the Chauhan Rājas of Sambalpur from Balram Deo to Jait Singh. Pandit Lochan Prasad claims to have studied certain copper plate grants of the time of Raja Chhatra Sai and Raja Jait Singh which are in the possession of the Sarangarh Darbar. He writes :—

“ With the help of these records I have tried to fix the dates of the Chauhan kings beginning with Balram Deo. My obligations are due to the Sarangarh Darbar and to the compiler of the old Central Provinces Gazetteer published in 1868. I give below the dates fixed by me in Vikram Sambat :—

1. Balram Deo reigned 62 years from Vikram Sambat ... 1522—1584
2. Hrilaya Narayan reigned 33 years from Vikram Sambat ... 1584—1617
3. Balbhadra Sai reigned 30 years from Vikram Sambat ... 1617—1647
4. Madhukar Sai reigned 26 years from Vikram Sambat... 1647—1673
5. Baliyar Singh reigned 40 years from Vikram Sambat... 1673—1713
6. Ratan Singh. (This king reigned only four months.)
7. Chhatra Singh reigned 38 years from Vikram Sambat 1713—1751
The copper-plate refers to this king. It is dated Vikram Sambat 1747.
8. Ajit Singh reigned 72 years from Vikram Sambat ... 1751—1823
We have an authoritative record of the date of his death by Mr. Motte.
9. Abhai Singh reigned 11 years from Vikram Sambat ... 1823—1834
10. Balbhadra Sai (the boy king) reigned 4 years from Vikram Sambat ... 1834—1838
11. Jait Singh sits on the gadi in Vikram 1838 in which year the copper-plate grant is dated.

“ Now a few words of explanation to show that the dates fixed by me are much nearer the mark and can be accepted as fairly accurate.

“ The copper-plate grant of Rajah Chhatra Sai is dated in the Vikram year 1747 (miti margsir badi 1 Wednesday). The record is in the Nagri character and the language used Hindi. It confirms the grant of a group of 42 villages called the “ Sarsiwa Biyalisi ” in the Kikirda Pargana of the Sambalpur Raj to Dewan Udat Sai of Sarangarh for his military services in suppressing the dissatisfied and revolted army of Chhatra Sai's own capital during his absence in Chandrapur. The state of affairs at Sambalpur became so delicate and dangerous that Raja Chhatra Sai had to seek shelter at Sarangarh alone with his son Ajit Singh and had to spend full one year there till he was restored to the gadi by the Sarangarh Dewan, Udat Sai.

“ According to the copper-plate record it is certain that Raja Chhatra Sai was living in the Vikram year 1747 (i. e. 1690 A.D.). We have already

got an authoritative record in the words of Mr. Motte, the agent of Lord Clive, to Raja Ajit Singh's court. Mr. Motte says :—

“ In the year 1763, Ajit Singh was Rajah and Deccan Roy Dewan [Sambalpur Gazetteer (1909), page (42)]. Ajit Singh died in the beginning of May 1766, not without strong suspicion of poison. ” (Page 43.)

“ From other sources we know that Raja Ajit Singh reigned 72 years. He died in 1766 A.D. (or Vikram Sambat 1823). He would have sat on the gadi 72 years before, i.e., in Sambat 1751 (1823-72-1751). We already know that Raja Chhatra Sai, father of Ajit Singh, was on the gadi in 1747 Vikram Sambat. Therefore the date of his death may safely be accepted as 1751 Vikram Sambat.

“ The second copper-plate is dated in Vikram year 1838 (Ashar badi 6 Tuesday). The record of this plate is also in Hindi and Nagri character. It records the grant of the Saria Pargana to Raja Biswanath Sai of Sarangarh for his brave support and loyalty in securing the almost lost throne of Sambalpur for Kumar Jait Singh who had fled to Mundala.

“ From Sarangarh history (in manuscript) in possession of the present Raja Babadur of Sarangarh, I gather that references are made to the Sambalpur Rajas. In it I find a mention of our 1st king Balram Deo. It runs thus—

“ In Vikram Sambat 1534, Dewan Ujijar Sai was the ruler of Sarangarh. He reigned 18 years. During this time Maharaj Balram Deo of Patna came to Sambalpur and annexed the Sarangarh state to the Atharagarh Sambalpur Raj. Prior to this the Sarangarh state was under the Ratanpur Rajas.”

“ Balram Deo's reign begins in 1522 Vikram. It is quite possible that within 12 years (about Sambat 1534) he would have managed to win and establish 18 forts.

“ Again the Sarangarh History has :

“ Bhikha Sai Dewan sat on the gadi of Sarangarh in Vikram Sambat 1614 and his rule lasted for 30 years.”

“ Balbhadra Sai, the king of Sambaipur, sent for Bhikha Sai and asked him to take the fort of Boud. Bhikha Sai sacked the fort of Boud and reduced it to subjection. In recognition of his brave services he received a group of 12 villages called “ Sotragpur Barhon ” as a reward.

“ Our date of Balbhadra Sai falls between Sambat 1617 to 1647 and the above statement supports it.”

CHAPTER III.

The People.

10. The total population of the district at the census of 1921 was 759,466. This total comprised 303,719 in the sadr subdivision and 455,747 in the Bargarh subdivision. The increase in population since the census of 1901 amounted to 28·7 per cent.

In the famine of 1900 no less than 108 per mille of the population had perished. After this scourge the district had a period of rest and development and except for two years of capricious rainfall the crops were good throughout the next decade and the census of 1911 recorded an increase of 16·46 per cent. in the population. The increase occurred throughout the district and was most marked in the parts which had been most ravaged by the famine, the thanas in the south-west showing increases that varied from 27 to 70 per cent.

From 1912 to 1918 the crops were generally good, no unusual epidemics occurred and the birth-rate was well in excess of the death-rate. In 1918 there was a sharp outbreak of cholera from which the district had had rest for some years, and the terrible influenza epidemic ravaged the district. The death-rate reached its highest point, 56·6 per mille. In the following year (1919) there was another equally severe outbreak of cholera, but the worst of the influenza was over and the death-rate dropped to 40·4 per mille. Sambalpur suffered from the general failure of the rains in 1918 and in 1920 there was a severe flood in the Ib river which affected numerous villages but caused practically no loss of human life. The census of 1921 recorded an increase of 6·08 per cent. in the population over the figure of 1911. Since then the birth-rate has kept well above the death-rate as the following table will show :—

Year.	Births per mille.	Deaths per mille.
1921	38·1	38·6
1922	35·2	24·6
1923	41·8	26·2
1924	37·3	26·5
1925	38·9	26·2

11. The density of population, calculated on village areas, is as follows :—

Bargarh subdivision.

Sadr subdivision.

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250 per square mile.

Calculated on the whole district area including the Government and Zamindari unsurveyed forests and the bed of the Mahanadi river, the density of population comes to 206 per square mile.

The population of the principal towns and villages in the two Tahsils is shown below :—

Serial no.	Name of village.	Population in 1901.	Population in 1911.	Population in 1921.
1	2	3	4	5
SADR TAHSIL.				
1	Sambalpur town	12,870	12,981	13,594
2	Rampella	4,668	5,419	5,091
3	Jharsogra	4,308	4,443	5,100
4	Katarbaga	2,279	2,523	2,485
5	Arhapara	2,233	2,563	2,617
6	Laira	2,239	2,153	2,174
7	Ramsala	1,809	2,027	1,873

Serial no.	Name of village.	Population in 1901.	Population in 1911.	Population in 1921.
1	2	3	4	5
BARGARH TAHSIL.				
1	Barpali	4,414	4,622	4,852
2	Bargarh	3,609	4,659	5,204
3	Kumbhari	2,658	2,042	2,364
4	Remenda	2,565	2,646	2,647
5	Tora	2,135	2,344	2,535
6	Padampur	2,133	2,813	3,553
7	Tampersara	2,091	2,361	2,333
8	Katapali	2,082	2,401	2,455

12. Large numbers of emigrants are sent annually to the tea gardens of Assam by the Sambalpur Agency of the Labour Association. But as will appear from the following figures a small proportion of these belong to the Sambalpur district—the remainder coming from the Feudatory States and other places.

	From Sambalpur district.			From other districts.			From Feudatory States.		
	Labourers.	Dependants.	Total.	Labourers.	Dependants.	Total.	Labourers.	Dependants.	Total.
1	2	3	4	5	6	7	8	9	10
1921	376	117	345	65	38	103	700	389	1,089
1922	501	92	293	29	9	47	674	870	1,560
1923	319	145	464	24	8	32	1,444	556	2,003
1924	760	209	969	17	2	20	5,875	1,489	6,864
1925	641	202	743	9	3	11	3,172	1,242	4,414
Total for 5 years	...	...	2,914	...	...	213	...	...	15,397

These figures therefore show that the emigration from the district does not affect the total district population to any appreciable extent.

13. At the census of 1911 there were 29,388 Brahmans in the district as at present constituted. In 1921 their number was found to be 32,715—an increase of 11 per cent. The Brahmans are still the most educated and influential community in the district and they are the natural leaders of the people.

The Brahmans of the Rusra and Tampersara groups are among the earliest Oriya settlers of the district. The Hotas and the Pandas, who are the leaders of the Jharua Brahman community, claim to have settled in the Rusra tract (an open and fertile area) 700 years ago. They have no authentic history but their traditions show according to them that they must have migrated from Orissa to this tract more than 500 years ago. The Jharua Brahman is an excellent agriculturist and generally a clever and enterprising gaontia. His caste prejudice does not allow him to drive the plough himself but there is a tendency now to rebel against such restrictions and last year some prominent members of the Jharua Brahman community of Sambalpur town stood with

ploughs in the field and declared themselves ready to drive the ploughs with their own hands. This shocked the community as a whole and their caste *sabha* lost no time in excommunicating the reformers. Education is fast spreading in the community which is well represented in the professions as well as in all ranks of Government service.

The Oriya Brahman is a later settler in the district. He has no social relations with the Jharua and they never intermarry. The Oriya Brahman considers himself greatly superior to the Jharua and is most anxious to preserve all his caste prejudices unimpaired. Unlike his Jharua brother the Oriya Brahman is generally of an extravagant and happy-go-lucky disposition and spends money freely on all ceremonial occasions. As a community the Oriya Brahmans are not so well off as the Jharuas and they seem to be declining in influence and prosperity. There is not much love lost between the two communities and there is always keen rivalry between them for precedence in religious processions, etc., in Sambalpur town.

In 1911 the Kultas in the district numbered 82,943. In 1921 their number was found to be 92,523 an increase of 12 per cent. The Kulta remains the most sturdy and industrious cultivator of the district and he is really the backbone of the cultivating classes. Outside his own special sphere of activity he is rather a simple, unimaginative man, sometimes a little obstinate in his views. The community is still backward in education though it has now produced one B.L. who has recently started practice in the Sambalpur courts.

Next to the Kulta the Agharia is the best cultivator in the district. The Agharias are a small but prosperous community found in the northern parts of the district but chiefly in Ambabhona thana. At the census of 1911 they numbered 6,396. In 1921 their number was found to be 7,258—an increase of 13 per cent.

The other numerically important castes are as follows :—

Names of caste.	Population in 1911.	Population in 1921.	Percentage of increase or decrease.
1	2	3	4
Gours	87,105	97,718	+ 12
Gardas	87,717	84,239	- 4
Saharas	70,805	69,039	- 2
Gonds	50,147	50,057	...
Telis	28,366	32,603	+ 15
Binjhale	34,346	36,860	+ 7
Kewats	90,165	93,097	+ 10
Kandhs	14,519	19,531	+ 35
Malls	12,235	13,818	+ 15
Kisans	20,617	18,419	- 11
Dumals	12,140	12,700	+ 5
Kharias	6,361	7,212	+ 13
Bhuiyas	8,754	8,777	...
Mundas	7,478	7,746	+ 4

The census of 1911 showed the Oraon population of the district to be 10,369. In 1921, however, their number was returned as 4,947 only. I am not aware of any reason of this considerable diminution in the number of the Oraons. From a scrutiny of the census table it seems to me very probable

that in 1921 many Oraons declared themselves or were wrongly classified as Santals. There are no Santals in this district and none were returned in 1911. The census table XIII of 1921, however, shows 4,500 Santals in Sambalpur. I think these must be Oraons. Including these the Oraon population in 1921 would be 9,447, a decrease of 9 per cent. since 1911.

The Bhulias, a numerous and important caste of weavers, numbered 12,867 in 1911. At the census of 1921, however, they were, for some reason which I cannot ascertain, not shown as a separate caste. They know Oriya but amongst themselves they speak a dialect of Hindi allied to the dialect spoken in Chhatisgarh. They are a prosperous and flourishing community.

There is a growing feeling of restlessness and dissatisfaction with their depressed condition amongst the Gandas and recently two conferences of Gandas were held, one near Jharsogra and the other near Bargarh, to devise means for their social uplift. The movement has not, however, made much progress for want of organisation.

The total Muhammadan population of the district in 1921 was 3,544 against 3,317 in 1911—an increase of nearly 7 per cent.

14. *The agricultural and land owning classes.*—At the census of 1921 the population of the district was divided into the following classes according to occupation :—

Agriculture	...	...	...	...	...	608,916
Industry	...	...	...	...	...	85,336
Commerce	...	...	...	...	...	29,964
Professions	...	...	...	...	...	8,417
Others	...	...	...	...	...	61,833
						789,466

Of the total population supported by agriculture the number of ordinary cultivators is 417,423 and the number of field labourers (including dependants) 189,910.

The following table shows the number of villages held by Gaontias in the Khalsa, classified according to their caste :—

Caste.	Number of villages.	
	At last settlement.	At present.
Brahman	373	427
Kulta	236	254
Rajput and Chauhan	40	60
Gond	26	8
Gaur	33	16
Agharia	34	27
Teli	30	14
Mahanti	27	18
Sahara	16	5
Telanga	20	9
Mali	17	4
Musalman	20	12
Mahant	11	15
Thanapati	10	18

Caste.	Number of villages.	
	At last settlement.	At present.
Binjhal	10	2
Bhuliya	8	5
Dumal	5	5
Kewat	6	3
Pandra	3	5
Sud	2	1
Sunari	2	2
Sannyasi	2	2
Marwari	3	2
Jhara	...	2
Bhat	1	1
Kuli	...	1
Kalar	...	1
Bhaina	...	2

Villages dedicated to deities have not been included in the figures given in column 3.

It will be seen that Brahmans and Kultas have largely increased as landlords in the Khalsa at the expense of such castes as Gond, Gaur, Teli, Sahara, Mali, Binjhal, etc.

The thikadars and muafidars in the zamindari villages of the district may be classified as under :—

Caste.	Number of villages.
Brahman	89
Kulta	203
Telanga	2
Mahanti	10
Bhuliya	15
Gaur	37
Binjhal	122
Teli	83
Kalar	5
Sahara	11
Pandra	33
Sannyasi	6
Chauhan	9
Rajput	26
Thanapati	2
Agharia	36
Mali	11
Gond	129
Dumal	7
Musalman	7
Kewat	1
Sunari	2
Kharis	1

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The total Muhammadan population of the district in 1921 was 3,544 against 3,317 in 1911—an increase of nearly 7 per cent.

14. *The agricultural and land owning classes.*—At the census of 1921 the population of the district was divided into the following classes according to occupation :—

Agriculture	...	...	...	...	...	608,916
Industry	...	...	...	...	...	85,338
Commerce	...	...	...	...	...	29,964
Professions	...	...	...	...	...	8,417
Others	...	...	...	...	...	61,833
						789,468

Of the total population supported by agriculture the number of ordinary cultivators is 417,423 and the number of field labourers (including dependants) 189,910.

The following table shows the number of villages held by Gaontias in the Khalsa, classified according to their caste :—

Caste.	Number of villages.	
	At last settlement.	At present.
Brahman	373	427
Kulta	236	254
Rajput and Chauhan	40	60
Gond	26	8
Gaur	33	16
Agharia	34	27
Teli	30	14
Mahanti	27	18
Sahara	16	5
Telanga	20	9
Mali	17	4
Musalman	20	12
Mahant	11	16
Thanapati	10	18

Caste.	Number of villages.	
	At last settlement.	At present.
Binjhal	10	2
Bhuliya	8	5
Dumal	5	5
Kewat	6	3
Pandra	3	5
Sud	2	1
Sunari	2	2
Sannyasi	2	2
Marwari	3	2
Jhara	...	2
Bhat	1	1
Kuli	...	1
Kalar	...	1
Bhaina	...	2

Villages dedicated to deities have not been included in the figures given in column 3.

It will be seen that Brahmans and Kultas have largely increased as landlords in the Khalsa at the expense of such castes as Gond, Gaur, Teli, Sahara, Mali, Binjhal, etc.

The thikadars and muafidars in the zamindari villages of the district may be classified as under :—

Caste.	Number of villages.
Brabman	63
Kulta	203
Telanga	2
Mabanti	10
Bhuliya	15
Gaur	37
Binjhal	122
Teli	33
Kalar	5
Sahara	11
Pandra	33
Sannyasi	6
Chauban	9
Rajput	26
Thanapati	2
Agharia	36
Mali	11
Gond	120
Dumal	7
Musalman	7
Kewat	1
Sunari	2
Kharia	1

Caste.						Number of villages.
Khatri	...	...	...	...	...	1
Oraon	...	...	...	...	...	1
Chasa	...	...	...	...	...	10
Munda	...	...	...	...	...	1
Khatrya	...	...	...	...	...	8
Christian	...	...	...	...	...	1
Hatwa	...	...	...	...	...	1
Barai	...	...	...	...	...	1
Khandra	...	...	...	...	...	1
Kalanga	...	...	...	...	...	12
Sundhi	...	...	...	...	...	4
Laban	...	...	...	...	...	8
Kushta	...	...	...	...	...	1
Mahar	...	...	...	...	...	2
Uria	...	...	...	...	...	1
Kandh	...	...	...	...	...	11
Kisan	...	...	...	...	...	10
Ganda	...	...	...	...	...	1
Bhuyan	...	...	...	...	...	10
Kata	...	...	...	...	...	1

In the zamindaris it is not possible to make any comparison with last settlement because the statement given in paragraph 25 of Mr. Dowar's report is inclusive of the villages of the Phuljhar zamindari which is now in the Raipur district. But my impression is that the number of aboriginal landlords in the zamindaris is definitely on the decline.

CHAPTER IV.

Material Progress.

15. The progress in the material condition of the people noticed by Mr. Dewar at last settlement has continued and increased in every direction. The opening up of the country by improvement and extension of communications and the rise in the price of agricultural produce have brought increased wealth to the agriculturists. They live in better houses and they wear finer cloth and more gold and silver ornaments than they did 15 or 20 years ago.

There has been a great increase in trade. The principal bazars in the Bargarh tahsil are those at Bargarh, Bhokta and Jamurla, and in the sadr tahsil at Kenapali, Talpatia, Dhama and Sambalpur. The volume of trade at the Bargarh bazar has increased three to four times during the last 20 years, and it has been estimated that 6,000 to 8,000 laden carts leave Bargarh every Friday after the weekly bazar.

At last settlement Mr. Dewar noticed only wooden sugarcane presses in use in the villages. Now there are two factories at Bargarh manufacturing cast iron presses which have reached even the remotest villages in the subdivision. In the Sadr subdivision, however, the old wooden press is still used in many parts and the reason given for this preference is that wood is cheap and plentiful and the presses can be made in the village.

The general prosperity, however, has not affected the labouring class and the poor raiyat in whose standard of comfort no appreciable improvement is noticeable. From the Sadr tahsil many labourers and poor raiyats generally go away every year in February to Chakradharpur and other places on the railway where they can find work, returning to their homes just before the rains set in.

16. *Public health.*—The vital statistics for the last five years have been given in Chapter III of this report.

There are at present 7 dispensaries in the district, viz:—

- | | |
|--------------------------------|---------------|
| (1) Sambalpur sadr dispensary. | (4) Padampur. |
| (2) Bargarh. | (5) Kolabira. |
| (3) Jharsogra. | (6) Barpali. |
| (7) Dhama. | |

The first four have been in existence for a long time. The Kolabira dispensary was opened in 1917, the Barpali dispensary in 1924, and the Dhama dispensary on the 1st January 1926. Seven more dispensaries are proposed to be started at the following centres during 1926:—

Ambabhona, Attabira, Sohella and Bijepur in the Bargarh subdivision and Rampella, Mura and Katarbaga in the Sadr subdivision.

The total number of patients treated at the dispensaries opened up to the end of 1925, is shown in the following table:—

Year.					Number of patients.
1908	...	...	...	...	53,293
1909	...	...	...	...	52,853
1910	...	...	...	...	54,040
1911	...	...	...	...	56,402

Year.						Number of patients.
1913	...	...	...	...	...	56,934
1913	...	...	...	...	...	62,134
1914	...	...	...	...	...	67,168
1915	...	...	...	...	...	68,114
1916	...	...	...	...	...	70,711
1917	...	...	...	...	...	72,422
1918	...	...	...	...	...	77,681
1919	...	...	...	...	...	75,305
1920	...	...	...	...	...	74,725
1921	...	...	...	...	...	71,064
1922	...	...	...	...	...	72,726
1923	...	...	...	...	...	74,432
1924	...	...	...	...	...	81,617
1925	...	...	...	...	...	85,049

Village sanitation is regulated by the Central Provinces Village Sanitation Act and the Mukaddam rules. Under the Sanitation Act sanitation committees are formed in important villages to look after village conservancy, water-supply, roads and lighting. The income of these committees is derived from an assessment on houses and land, license fees, market dues, etc. Such committees now exist at Jharsogra, Bargarh, Barpali and Padampur.

17. *Education.*—At the census of 1921, 98 literate males and five literate females of the ages of ten and over per mille were found in the district against 76 literate males and three literate females at the census of 1911. In the matter of literacy of males Sambalpur now occupies the second place in that division of the province which the census report calls the Chota Nagpur plateau, being second only to the district of Manbhum.

In 1906-07 there were 120 schools in the district attended by 10,852 pupils and the percentage of boys at school to the number of boys of school-going age was 20.2. In 1924-25 the state of education in the district was as follows:—

The number of all classes of primary schools for boys was 359 and the total number of pupils 18,002. The percentage of boys at school to the number of boys of school-going age was 29.8. There were 6 middle English schools and 5 middle vernacular schools for boys with suitable hostels attached to them. The total number of pupils in these 11 schools was 543.

The total number of girls' schools was 18, viz., 3 middle vernacular, 5 upper primary and 10 lower primary. The number of girls attending all institutions for girls was 992. The number of girls attending boys' schools was 2,052. There were thus 3,049 girls at school. The percentage of girls at school to the number of girls of school-going age was 5.05.

There are two Guru Training schools in the district, one at Rampella in the Sadr subdivision and the other at Bargarh. The total number of *Gurus* under training at each school was 17. The *Gurus* are trained on the middle vernacular basis and there are practising schools attached to these institutions.

Of the total number of 662 teachers employed in primary schools 282 or 43 per cent. are trained. The total number of Muhammadan pupils attending different institutions was 213. There were 6 maktabs for Muhammadan boys and one for Muhammadan girls. The percentage of Muhammadan population to the total population of the district is .44 but the percentage of Muhammadan pupils to total number of pupils of all classes is 1.04.

The number of schools for the depressed classes was 17 and the total number of pupils in them 669. The number of boys of the depressed classes attending other schools was 1,154. Thus the total number of boys of these classes under instruction was 1,823.

There are two high schools, one at Sambalpur and the other at Bargarh.

The above figures show satisfactory progress in the spreading of primary education in the district. In recent years, however, the increase in the number of schools has been accompanied by a slight decline in the total number of pupils.

18. *Increase in municipal and other revenues.*—In 1905 the gross income of the Sambalpur Municipality was found by Mr. Dewar to be Rs. 50,394. In 1924-25 the gross income of the Municipality amounted to Rs. 72,676.

In 1905 the Excise receipts were Rs. 1,57,647; in 1925 the Excise receipts were Rs. 5,62,319.

In 1904-05 the total revenue from registration fees was Rs. 2,043; in 1924-25 it was Rs. 4,006.

In 1904-05 the revenue from the sale of judicial and non-judicial stamps was Rs. 30,351 and Rs. 14,783 respectively. In 1924-25 the revenue from these two sources had expanded to Rs. 96,319 and Rs. 31,296 respectively.

In 1904-05 the revenue from income-tax was only Rs. 5,276. During the last four years the total amount of income-tax collected from this district was as follows:—

						Rs.
1921-22	...	...	...	...	...	47,338
1922-23	...	...	...	...	...	86,938
1923-24	...	...	...	...	...	49,487
1924-25	...	...	...	...	...	66,509

19. *Rent suits.*—The number of rent suits disposed of by the tahsildars at Sadr and Bargarh during the last 11 years was as follows:—

SADR TAHSIL.

1915 ...	...	...	...	...	...	79
1916 ...	...	...	...	...	...	68
1917 ...	...	...	...	...	...	41
1918 ...	...	...	...	...	...	19
1919 ...	...	...	...	...	...	63
1920 ...	...	...	...	...	...	52
1921 ...	...	...	...	...	...	49
1922 ...	...	...	...	...	...	61
1923 ...	...	...	...	...	...	82
1924 ...	...	...	...	...	...	71
1925 ...	...	...	...	...	...	59

BARGARH TAHSIL.

1915 ...	...	...	...	...	...	49
1916 ...	...	...	...	...	...	56
1917 ...	...	...	...	...	...	64
1918 ...	...	...	...	...	...	83
1919 ...	...	...	...	...	...	70
1920 ...	...	...	...	...	...	53
1921 ...	...	...	...	...	...	93
1922 ...	...	...	...	...	...	72
1923 ...	...	...	...	...	...	45
1924 ...	...	...	...	...	...	87
1925 ...	...	...	...	...	...	58

20. *Industries.*—The staple industry of the district is agriculture. Apart from this the other old industries are the weaving of cotton and tassar cloths and the manufacture of bell-metal utensils. The principal weaving centres are Sambalpur, Barpali and Remenda. Some of the species of cloth woven by the Bhulias of this district were much appreciated at the British Empire Exhibition at Wembley in 1924 and 1925, and orders are now received from England for supply of Bhulia cloth through the Department of Industries of the Local Government. The Kostas make tassar cloth but the tassar weaving industry is in a decadent state. The weavers are extremely conservative in their methods and they carry on their industry with cocoons imported from outside the district. The rearing of silk cocoons is almost dead as an industry in this district. The weaving industry as a whole is not flourishing and is evidently losing ground in the competition with mill-made cloth.

The sisal hemp plantation and manufacture of sisal fibre is a growing industry. Mr. J. M. Casey has planted some 900 acres with sisal hemp at Nildungri and another place and the plantation is doing very well. The soil and climate are suitable to this plant and the results obtained by Mr. Casey compare favourably with those obtained in other parts of the country. Mr. Casey's success has drawn the attention of others to this industry and Babu Brajamohan Panda has planted about 120 acres with sisal hemp in his village Sitlanpali.

Biri manufacture is a young industry which has made very rapid progress in recent years. *Biri* is manufactured with imported tobacco and kendu leaves gathered in the district. In Sambalpur town there are 14 *biri* making shops each employing 15 to 40 workers. The daily earning of a worker of ordinary skill varies from 4 to 6 annas. *Biris* are also manufactured at such places as Sohella, Jharsogra, etc. The manufactured *biri* is exported to Rangoon and other places in large quantities. It is estimated that some of the big *biri* factories turn out as much as Rs. 100 worth of *biris* daily.

Glass bangles are manufactured in some places in the interior of the district but the industry is carried on on a very small scale and it is not flourishing.

Tanning and shoe-making are growing industries. A chamar of Barpali was trained at the Utkal Tannery at Cuttack at the expense of the District Council and has since set up business at Barpali on his own account.

Very little lac is grown in the district and there is no lac industry worth mentioning.

21. *The Co-operative movement*—The Co-operative movement in the Sadr subdivision of the district assumed a definite and practical shape in the year 1914. Two societies were started in that year. The movement made slow progress and by the end of the year 1918, 7 more societies had been started and the need for the establishment of a Central Bank at Sambalpur for financing the societies was felt. On the 26th December 1918 a Central Co-operative Bank was started at Sambalpur and it was registered on the 13th January 1919. The working capital of the Bank on the 31st December 1924 stood at Rs. 1,87,004, with a reserve fund of Rs. 3,000. In 1924 there were 108 affiliated societies consisting of 102 agricultural credit societies, 4 industrial societies, 1 cartmen's society and 1 weavers' store. Their total working capital was Rs. 1,15,908 and total membership 1,648. A guarantee union is proposed to be started at Dhanupali near Sambalpur. The Government grain golas at Rampella, Parmanpur and Baghra have been handed over to the Co-operative department and 9 grain societies under the Rampella gola have been organised. The effect of the Co-operative activities has been to lower the rate of interest charged by the local mahajans.

The Co-operative movement in the Bargarh subdivision started in the year 1914. Two societies were started in that year, one at Sohella and the other at Barpali. By the end of 1919 there were altogether 12 societies in the subdivision and a Central Bank was started and registered on the 14th January

1920. The working capital of the Bank was Rs. 1,26,178 on the 31st December 1924 with a reserve fund of Rs. 2,165. The fixed deposits stood at Rs. 83,900 on 31st December 1924. The number of societies at the end of 1924 was 102 out of which 10 were non-agricultural and the rest agricultural credit societies. The total number of members of the societies was 1,739 and their working capital Rs. 1,34,060.

Four central grain golas have been converted into co-operative golas and 30 grain societies have been organised under them.

22. *Rise in land value.*—Enquiries were made at attestation to ascertain the price paid per acre of raiyati land transferred by sale during the last 10 years. The areas transferred included all classes of lands although it was noticed that the proportion of inferior lands was much larger than that of superior lands. Lump prices were paid without any specification of the rate for each class of land. The average price paid per acre was found to be as follows:—

					Rs.
Bargarh khalsa	...	...	...	...	39
„ zamindari	...	...	...	...	17
Sadr khalsa	...	...	...	...	58
„ zamindari	...	...	...	...	31

These rates show a great advance on the average price per acre which prevailed at last settlement, namely Rs. 16-11-0.

A great increase in value is also noticeable in transactions relating to villages or shares of villages in the khalsa portion of the district. The following transactions show the increase which has taken place even in recent years—

Name of village.	Extent of share sold.	Year of sale.	Price paid.	Year of sale.	Price paid.
1	2	3	4	5	6
			Rs.		Rs.
Singhabaga (Panchpara group)	1 anna ...	1922	1,000	1924	1,350
Purapara (ditto)	16 annas	1921	14,000	1925	15,000
Pandloi (ditto)	8 annas...	1920	6,000	1925	8,000 (remaining 8 annas.)
Gurupali (Sambalpur group) ...	9 annas...	1921	3,500	1925	3,600

CHAPTER V.

Agriculture.

23. Out of a total population of 789,466 at the census of 1921 the number supported by agriculture was 608,916. The tables given in Appendices C, D and E give all the available statistics regarding the progress of agriculture in the district. The occupied area of the whole district has increased during the last 20 years from 1,177,250 acres to 1,325,004 acres or by 12½ per cent. This rate of increase is almost the same as that shown by the figures given in paragraph 53 of Mr. Dewar's report for the preceding 15 years. To the total increase of 147,754 acres since Mr. Dewar's settlement Bargarh khalsa contributes only about 10,000 acres, Sadr khalsa contributes about 25,000 acres, Sadr zamindaris contribute about 24,000 acres while Bargarh zamindaris contribute as much as 87,616 acres out of which the Barasambar zamindari alone is responsible for 78,267 acres. This is due to the very rapid development of this zamindari, particularly of its western tract, during the last 20 years. The total number of villages in this zamindari at Mr. Dewar's settlement was 434. Since then 42 villages with a total area of 55,431 acres have been added to the zamindari, this area having been excised out of the zamindar's unsurveyed forests. When the proposed railway from Raipur to Vizagapatam, which is now being surveyed and is expected to pass within easy reach of the western border of this zamindari, is constructed there is sure to be further rapid development there with consequent rapid extension of the occupied area. Extension of cultivation is also proceeding fast in the Sadr Tahsil, both in the khalsa and the zamindaris. This is likely to continue for many years to come.

The increase in the area under the different crops during the last 20 years is shown in the following table :—

—				At last Settlement.	At present.	Percentage of increase or decrease.
1				2	3	4
				Acres.	Acres.	
Rice	{	Broadcasted	...	593,308	725,591	} + 24
		Transplanted	...	31,258	52,745	
Sugarcane	...	...	3,694	6,287	+ 70
Til	...	...	90,480	60,535	- 33
Cotton	...	...	7,593	7,121	- 6
Urid and Mung	...	...	64,643	78,693	+ 22
Kulthi	...	...	36,863	36,563	+ 3
Wheat	...	...	128	650	+ 408
Kodo and Gulji	...	...	34,300	34,084	- 1
Others	...	...	18,121	26,323	+ 45
Total			..	881,066	1,028,997	+ 17

There has been a very welcome increase in the area under sugarcane. Twenty years ago Bangla and Tandi were the only varieties of cane commonly grown in the district, but at present many other varieties have been introduced and khari has become very popular. It has been estimated by the Inspector of agriculture that "80 per cent. of the sugarcane growers of the district have now got khari cane". The agricultural farm at Sambalpur has been experimenting with still better varieties and has found the variety known as CO213 (from Coimbatore) very successful and is trying to introduce it into the villages. This variety requires little irrigation and yields abundant juice producing very fine sugar. It is also immune from damage by jackals. The cane of one acre of land will produce 40 to 50 maunds of gur which is sold at Rs. 7-8-0 per maund.

The decrease in the area under til (locally called rasi) is due to the fact that in many parts upland paddy is now grown on uplands where til used to be grown formerly.

Rice remains the biggest and the most valuable crop of the district. Mr. Dewar was informed by landowners and agriculturists at last settlement that "over three hundred different varieties of seed are in actual use." This is by no means an over statement. Probably the total number of different varieties of seed in use in the whole district is very much more than three hundred. The Inspector of agriculture who is in charge of the agricultural farm at Sambalpur has himself collected 250 different varieties of paddy from the villages of Attabira, Sason and Bargarh thanas. There is a local saying—

Manusyar nam jete

Dhanar nam gute uno tete.

which means—

As many names as man has,

Has paddy—only one name less

and the reason given is that if paddy had the same number of names as man it would have eaten up man instead of man's eating it!

The processes of agriculture remain exactly the same as described so lucidly by Mr. Dewar in his settlement report. The only improvement is that some cultivators have begun to see the advantage of "thin sowing" and they sow only one maund (instead of the usual $1\frac{1}{2}$ maund) of seed per acre. This thin sowing improves the outturn in the same way as if double *bihun* had been done in the field.

Ground-nut was tried by cultivators in some parts but it was given up owing to the difficulty of protecting it from the ravages of jackals. The Sambalpur farm is now introducing the "upright" variety of ground-nut which is less liable to damage by jackals being distasteful to them.

Jute was also tried but failed and is not grown anywhere in the district now. Sunn hemp and Kauria hemp are grown in many places on *barchha* lands along with sugarcane and this cultivation is increasing.

21. *Estimate and value of the paddy crop of the district.*—The crop cutting experiments made during attestation in several seasons yielded the following average figures of outturn per acre :—

					Maunds.
Average bahal	...	...	...	...	24
Average berna	...	...	...	...	20
Average malsaman	...	...	...	...	17
Average maltikra	...	...	...	...	10

It is, however, a well known fact that it is very difficult to select a field for a crop cutting experiment which is absolutely typical of its class. However careful an officer may be he is liable to be influenced by an unconscious bias to select a field with a good crop rather than one with a poor crop. Therefore in estimating the paddy crop of the district as a whole I would reduce the above figures of outturn by 2 maunds in each case. Calculating on this basis and taking the price of paddy in the harvesting season to be Rs. 2 a maund in the Bargarh tahsil and Rs. 2-4-0 a maund in the Sadr tahsil the total value of the paddy crop of the district comes to Rs. 2,67,91,931 as shown in the following table :—

Land class.	Total area.	Outturn of paddy per acre.	Total quantity of paddy.	Rate per maund.	Total value.
1	2	3	4	5	6
BARGARH TAHASIL.					
	Acres.	Mds.	Mds.	Rs. a. p.	Rs. a. p.
Eahal	98,892	23	2,065,624	2 0 0	41,81,248 0 0
Berna	113,375	18	2,040,750	2 0 0	40,81,500 0 0
Malsaman	213,249	15	3,198,735	2 0 0	63,97,470 0 0
Maltikra	66,689	8	5,26,512	2 0 0	10,51,024 0 0
Total	4,86,205	...	7,630,621	...	1,56,01,242 0 0
SADR TAHASIL.					
Eahal	16,771	23	1,248,962	2 4 0	28,10,164 8 0
Berna	74,755	18	1,345,500	2 4 0	50,27,577 8 0
Malsaman	143,995	15	2,159,925	2 4 0	48,59,831 4 0
Maltikra	24,062	8	1,92,406	2 4 0	4,32,116 0 0
Total	2,99,583	...	4,946,973	...	1,11,30,689 4 0
Total for the district	7,85,788	...	12,777,594	...	2,67,91,931 0 0

I have made no estimate of the crops of the other classes of land for want of reliable data. No crop cutting experiments could be made in them by the Assistant Settlement Officers.

25. *Rainfall.*—The remarks made by Mr. Dewar in paragraph 63 of his report regarding the rainfall of the district hold good even now. The following table gives the available statistics of rainfall and price of rice in the district during the last 20 years :—

Year.	Rainfall of the year.		Rainfall of August and September.		Average price of rice in annas per rupee.
	Sambalpur.	Bargarh.	Sambalpur.	Bargarh.	
1	2	3	4	5	6
1906	56-45	45-63	18-14	17-15	10½
1907	65-60	58-13	40-50	29-08	11½
1908	78-11	58-62	37-24	33-05	12
1909	64-08	67-20	20-71	18-29	15
1910	56-23	51-38	30-28	23-22	14½

Year.	Rainfall of the year.		Rainfall of August and September.		Average price of rice in annas per rupee.
	Sambalpur.	Bargarh.	Sambalpur.	Bargarh.	
1	2	3	4	5	6
1911	65.24	59.01	39.43	34.09	13½
1912	50.66	43.85	23.43	17.01	12
1913	53.25	47.95	22.85	20.23	12½
1914	57.97	63.91	25.03	22.73	13
1915	98.75	49.08	21.07	25.17	11
1916	70.00	64.36	33.62	23.56	11½
1917	71.01	72.90	27.71	25.27	12½
1918	69.31	53.42	27.62	20.43	9
1919	73.53	59.21	28.73	21.13	8
1920	74.24	56.87	26.31	19.91	5½
1921	43.92	47.17	22.92	28.35	6½
1922	52.18	52.00	22.60	23.52	8
1923	54.55	38.76	27.57	18.49	9
1924	49.22	40.27	22.60	19.66	8
1925	80.38	68.34	22.55	21.83	8½
Average	61.30	62.53	27.20	22.10	...

26. *Irrigation.*—The following statement shows the increase in the irrigated area in the khalsa and zamindari portions of the district since last settlement:—

Tahsil.	Irrigated rice field.		Irrigated Bari.		Barohha.	
	At last settlement.	At present.	At last settlement.	At present.	At last settlement.	At present.
1	2	3	4	5	6	7
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Bargarh khalsa	51,864	74,039	1,260	1,570	4,109	8,543
Bargarh zamindari	28,205	47,784	790	1,537	1,425	3,785
Sadr khalsa	51,905	60,324	1,172	1,647	1,846	3,041
Sadr zamindari	11,633	16,422	561	941	1,238	1,710
Total	143,607	198,570	3,783	5,695	9,008	17,082

Total irrigated area at present	Acres.	221,347
Total irrigated area at last settlement		156,398
Increase		64,949

The increase in the irrigated area of the whole district amounts to 42 per cent.

The following statement shows the increase in the sources of irrigation since last settlement. The term "tanks" includes *kalas*, *mundas* and *bandhas*.

	At last settlement.		At present.	
	Tanks.	Wells.	Tanks.	Wells.
1	2	3	4	5
Bargarh khalsa	2,937	6,034	4,400	10,342
Bargarh zamindari	2,061	4,755	3,536	9,502
Sadr khalsa	2,609	2,092	3,053	2,891
Sadr zamindari	972	1,183	1,197	1,776
Grand total of the district ...	8,600	14,067	12,282	24,611

27. *Cost of cultivation.*—The question of calculating the cost of cultivation is a very thorny one and has been felt to be so in other settlements also. The principal items of expenditure are seed, labour and cattle, but so many complicated factors enter into the calculation, particularly of the second item, and there are so many sources of error to guard against that it is natural that calculations made by different officers in different areas should disagree. I think it can be regarded as a truism that "there is no such thing as a true cost of cultivation in the abstract; the cost will vary with the nature of the soil, the rate of wages, the size of holdings and many other factors; it will be relative to the general local conditions of agricultural economy."

I therefore do not consider that it would serve any useful purpose to reproduce here all the calculations made in the three field seasons of the present operations, but I would content myself with the observation that for an average holding the cost of cultivation absorbs fully one-third of the gross produce.

The wages paid to the agricultural day labourer and the farm servant (*guti*) is invariably in kind, and although the rates vary slightly in different parts of the district, the details and rates given by Mr. Dewar in paragraph 50 of his report hold good to this day. The rise in the wages of this class of labourer has been not in quantity but in its money value in accordance with the rise in the price of grains.

The wages are paid by the *tambi* measure. Twenty *tambis* of paddy make one *khandi* and 8 *khandis* make one *purug*. As for rice measures, 8 *tambis* of rice make one *kuta* and 8 *kutas* make one *pastama*.

By actual weighment the weight of one *tambi* measure of paddy and one *tambi* measure of coarse rice has been found to be as follows :—

BARGARH TAMBI.

Paddy	...	...	...	13 chittacks.
Rice	...	...	...	1 seer 2 chittacks.

SAMBALPUR BHTI TAMBI.

Paddy	...	...	...	1 seer $\frac{1}{2}$ chittack.
Rice	...	...	...	1 seer 6 chittacks.

SAMBALPUR LAKSHMI PRASAD TAMBI.

Paddy	...	...	...	1 seer 5 chittacks.
Rice	...	...	...	1 seer 12 chittacks.

29. *Cattle*.—The cattle of the district are generally poor looking and diminutive in size. The principal cause of this is the insufficiency of bulls and the practice of using immature young bulls for service for a short time and then castrating them for plough work. The total number of cows in the district is 114,070 but the number of bulls is only 1531. A number of good bulls chiefly of Montgomery breed have recently been imported into the district from the Kanke Dairy Farm and purchased by the District Council and several big cultivators for breeding purposes. This is a move in the right direction and it is to be hoped that persistent endeavours will be made to introduce good bulls into the district.

29. *Trade routes*.—Mr. Dewar's remarks regarding trade routes in paragraph 73 of his report are generally correct even now with the exception that the river trade down the Mahanadi has declined and very little rice is exported out of the Bargarh plain over the Barapahar range and across the Mahanadi. The export by this latter route is limited chiefly to forest produce of the Barapahar range in cartloads. Bhokta bazar (in Ambabhona Thana) exports grain to the Chattisgarh Division of the Central Provinces and receives therefrom a large import of cattle, chiefly buffaloes. The produce of the western part of the Borasambar zamindari is exported to Raipur district by the roads passing by Lakhmara and Jagdalpur respectively, but the eastern portion of this zamindari and the other zamindaris of Bargarh subdivision send their excess produce to Sambalpur via Bargarh. In the export to Raipur district oil seed and cotton preponderate and in that to Sambalpur rice and hemp.

The following table shows the total quantities of rice and other commodities exported by rail from this district from 1920 to 1924 :—

{Name of commodity.	1920.	1921.	1922.	1923.	1924.
1	2	3	4	5	6
	Mds.	Mds.	Mds.	Mds.	Mds.
Rice	844,912	920,636	818,790	1,03,103	1,227,379
Timber	229,224	236,529	184,202	289,285	300,542
Oil-seeds	8,631	14,965	34,400	51,946	165,906
Hides	34,747	23,721	19,764	13,116	18,260

CHAPTER VI.

Land Revenue Administration.

Full details of the Land Revenue Administration are given in previous settlement reports and in Mr. O' Malley's Gazetteer of the district. I will deal here briefly with only a few matters in this connection.

30. *Maintenance of land records.*—It was felt in the district even before the revision settlement operations started that the maintenance of land records was not being done accurately and was not worth the cost involved. The courts, whether Revenue or Civil, were generally speaking not disposed to regard an extract from the local patwari's records as being even presumptive evidence in favour of a claim. In fact in some cases the production of such an extract was considered to be a presumption the other way, namely that the interested party had succeeded in inducing the patwari to make a false entry in his record. There was a general feeling of suspicion of the mutation work in view of the very inadequate system of check then in force. After a great deal of discussion the following scheme of maintenance was finally sanctioned by Government:—

- (i) that the patwari staff be reduced from 216 to 108, that the existing annual maintenance system under which the patwari did mutation work in every village of his halka every year should be replaced by the triennial system under which a patwari will do mutation work only in *one-third* of the villages of his circle every year;
- (ii) that the patwari's other miscellaneous duties be somewhat curtailed and modified, that the number of Revenue Inspectors be raised from 10 to 12 and they be required to make a cent. per cent. check of the changes recorded by the patwaris, and
- (iii) that each Tahsildar be required to check 50 per cent. of the Inspector's work.

This scheme has been sanctioned as an experimental measure for a period of three years after which it is liable to be revised, if necessary. The post of the Superintendent of Land Records has been retained for this period and the question of its abolition will be considered after three years. The patwaris have been put on an incremental scale of pay from Rs. 16 to Rs. 20, by quinquennial increments of Re. 1.

31. *Relations between landlords and tenants.*—The relations between landlords and tenants are on the whole not so good as they were 20 years ago. The raiyats' chief grievances are that the landlords are becoming more and more rapacious in demanding *nazaranas* for consenting to the raiyats' transferring their lands or reclaiming new fields from the waste. An active cause of strained relations between landlords and tenants is the gaontia's own dissensions with his *hissadars* (co-sharers), which invariably result in the creation of two factions also amongst the raiyats.

The *lambardar* gaontia is the representative of the proprietary body in their relations with the Government. The Civil Courts have held that he has no statutory power to represent the proprietary body in their relations with the tenants, but that he has an implied authority to represent them in their relations with the tenants, which authority can be repudiated by any co-sharer at any time after giving due notice. This legal position has been the source of much trouble to raiyats, for it frequently happens that a raiyat reclaims a field from the waste after taking the *lambardar's* consent and then a co-sharer brings a suit to eject the raiyat from the new cultivation in respect of his (plaintiff's) own

share. No improvement in this aspect of village life can be looked for until the dissensions between the *lambardar* and his co-sharers cease. These dissensions are invariably the result of jealousy and rivalry between brothers and cousins in the matter of the division of lands or of the village profits and any great improvement in the relations between them would in the circumstances be perhaps too much to expect from human nature.

32. *Bhetbegar*.—*Bhetbegar* is the free labour supplied by tenants according to old custom for the ploughing and harvesting of the *bhogra* or *sir* lands of the village, or if there be no such lands in the village, for the ploughing and harvesting of the *bhogra* or *sir* lands of another village of the same landlord lying within a radius of three miles. The rate of *bhetbegar* generally recorded at last settlement was ploughing for one *bel* (half day) and harvesting for two *bels* (i.e., one whole day) during the year per raiyat having one plough. Raiyats having more than one plough were generally liable to render double this amount of *bhetbegar*. This free labour can be employed by custom only on *bhogra* or *sir* lands. The area of *bhogra* land is fixed for ever, and there has not been much increase in the area of *sir* lands. There has therefore been a general tendency with the extension of cultivation and the increase in the number of raiyats to do away with the increased liability for *bhetbegar* of raiyats having more than one plough. This was recognised and in the new *wajibul-arz* it has been laid down that "every raiyat, except those who have no plough, is to render one plough for one *bel* and one sickle for a day of two *bels*". The *bhetbegar* is commutable at the option of the raiyat into a cash payment of six annas for ploughing for one *bel* and three annas for harvesting for two *bels*.

This does not at all press heavily upon the raiyats and very few cases of abuse of this institution or of oppression in connection with it were brought to light. As a rule the raiyat prefers to render the service instead of paying the commuted value.

33.—VILLAGE SERVANTS.

The village servants are :—

1. The Jhankar (originally village priest, now also watchman).
2. The Ganda (watchman).
3. The Nariha (herd and water-carrier).
4. The Negi (village accountant).
5. The Dhoba (washerman).
6. The Bhandari (barber).
7. The Kumhar (potter).
8. The Lohar (blacksmith).

They are all remunerated with service holdings of greater or less area which they hold free of rent except that the Jhankar pays a *zabti* assessment at the village rate on the area held by him in excess of the maximum limit permissible, viz., one-eighth in rental value of the total raiyati rentals of the village. The Jhankar and the Ganda are also entitled to levy a grain cess from each cultivator whether he be a raiyat or a landlord in the village. The rate of this cess which is called "khala chharani" is generally 4 tambis of paddy from a cultivator having one plough of land and double this quantity from a cultivator having more than one plough of land in the village. In addition to this the Ganda is entitled to receive as his perquisite the hides and horns of all dead cattle not claimed by the owners. Generally speaking the Jhankar's service holding is much more than sufficient to remunerate him for his services. In many villages he with his co-sharers holds hundreds of acres of rent free service land for which no adequate return is made. On the other hand the Ganda's service holding is usually very small and quite inadequate and in several villages he has no service land at all. To make up for

the deficiency a small drawback generally Rs. 5 to Rs. 10 per annum is allowed to the Ganda out of the Government revenue in khalsa Gaontiai villages and at the cost of the zamindar or malguzar in zamindari and malguzari villages. But even this relief is not adequate.

The Jhankar and the Ganda have been recognised from the beginning of the British administration as public servants, and as they take the place of the rural police of other districts of the province, the adequacy of their remuneration is properly a concern of the Government. Attempts have been made in several villages by the local officers to bring about a re-adjustment in the service holdings of the Jhankar and the Ganda, but these did not produce the desired result. In a case from village Malda the Civil Court upset the Deputy Commissioner's order taking away some service lands from the Jhankar and granting them to the Ganda. And in the present state of the law on the subject as contained in Chapter V of the Central Provinces Tenancy Act, 1898, it is difficult to suggest any remedy. It is, however, clear that so far as the Khalsa Gaontiai villages are concerned no additional burden should be thrown on the public revenues in order to provide adequate remuneration for the village watchmen. Unlike the rest of the province the rural inhabitants of this district do not pay any regular tax to defray the cost of the rural police. In the khalsa Gaontiai villages the total annual cost of remunerating the Jhankars and Gandas in land comes to Rs. 12,684 which (or the greater part of which) falls on the public revenues. The *zabti* payments made by the Jhankars come to Rs. 492 while the drawbacks allowed to the Gandas amount to Rs. 500. In the circumstances, the only remedy which can be suggested is that recourse should be had to legislation and powers should be obtained which will enable the Deputy Commissioner or the Settlement Officer in certain circumstances to reduce the size of a service holding and declare the holder thereof to be an occupancy tenant liable to pay rent for the excised area. A similar provision has been introduced in section 43 of the new Central Provinces Tenancy Act (Act I of 1920) which runs as follows:—

“ If the Deputy Commissioner or the Settlement Officer, as the case may be, declares that the services rendered by a village-servant are no longer required, he shall declare such village-servant to be an occupancy tenant of his holding and shall fix the rent to be paid by him ”.

This will enable the Gandas' cash remuneration to be increased in many cases out of the rents imposed on the excised Jhankari service lands without any additional cost to Government.

The other village servants generally hold very small service holdings, the total valuation of all such holdings in the khalsa Gaontiai villages being only Rs. 1,183-3-0. But there are cases in which some of these village-servants hold unduly large areas of service lands. For instance, in village Kalapani in the Bargarh Tahsil the *kumhar* holds a rent-free service holding of 37-32 acres the annual rental of which at the village rate would be Rs. 27, and in village Attabira of the same Tahsil the *negi* holds a rent-free holding of 57-23 acres the annual rental of which would be Rs. 23. In the old days, when troops marched through the district and Government officers accompanied by large retinues toured leisurely there might have been some necessity for the services of such village-servants as the *nariha*, the *dhoba*, the *bhandari*, the *kumhar* and the *lohar*. But under modern conditions of touring the same necessity cannot be said to exist. The *negi* who survives in only a few villages has long ago been replaced by the *patwari*. During the last settlement a proposal was made by the Settlement Commissioner that all service holdings in the village other than those of the village watchmen should be assessed to rent and the assessment made payable jointly by the Gaontia and the raiyats. This proposal was accepted by the Central Provinces administration in its letter no. 1181, dated the 14th March 1903, but presumably practical difficulties were encountered in carrying out the proposal and it was abandoned. I think that all these minor village servants with the exception perhaps of the *nariha* can very well be abolished and their service holdings converted to raiyati holdings.

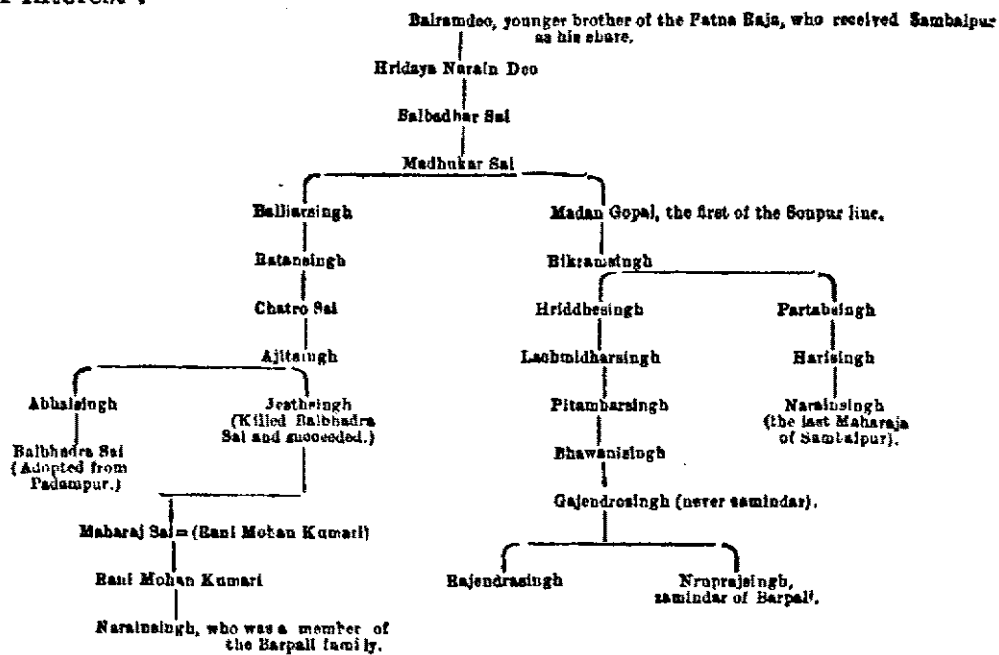
CHAPTER VI.
The Zamindaris.

34. There are 16 zamindaris in the district, viz. :—

BARGARH TAHSIL.	SADB TAHSIL.
(1) Borasambar.	(1) Rajpur.
(2) Barpali.	(2) Rampur.
(3) Bijepur.	(3) Kolabira.
(4) Ghes.	(4) Laida.
(5) Bheren.	(5) Kudabaga.
(6) Patkulunda.	(6) Machida.
(7) Kharsal.	(7) Loisingh (with its sub-zamindari of Jujomura).
(8) Paharsingida.	
(9) Mundomahul.	

Mr. Russell has given interesting notes on these zamindaris in his Settlement Report and much useful information is contained in Mr. Nethersole's "Report on the relations of the zamindar and the Gaontias in the Bijepur, Barpali and Patkulunda zamindaris of the Sambalpur district" printed in 1885, and also in Mr. (afterwards Sir Reginald) Craddock's "Note on the status of the zamindars of the Central Provinces", printed in 1889.

I do not propose to reproduce here from those publications the description and histories of these zamindaris, but the following geneological tree of the family of the zamindars of Barpali which is connected with the old royal house of Sambalpur, taken from Mr. Nethersole's report mentioned above, will be found of interest :—



The total areas of *sir* lands recorded in the zamindaris are as follows :—

BARGARH TAHSIL.						Total area of <i>sir</i> lands.
Name of zamindari.						Acres.
Barpali	...	...	...	...	...	9,004
Bijepur	...	...	...	...	...	6,586
Ghes	...	...	...	...	...	2,165
Kharsal	...	...	...	...	...	1,867

BARGARH TAHSIL— <i>concl'd.</i>					Total area of <i>sir</i> lands.
Name of zamindari.					Acres.
Paharsingida ...	...	...	...	...	724
Bheren ...	...	...	...	...	2,383
Mundomohal ...	...	...	...	...	424
Patkulunda ...	...	...	...	...	328
Borasambar ...	...	...	...	...	43,956
SADB TAHSIL.					
Rajpur ...	...	...	...	...	1,627
Rampur ...	...	...	...	...	4,943
Kolabira ...	...	...	...	...	11,929
Maohida ...	...	...	...	...	485
Kodabaga ...	...	...	...	...	1,691
Laira ...	...	...	...	...	1,848
Garh Loisingh ...	...	...	...	...	1,913
Total of all zamindaris in the district					...
					<u>96,878</u>

I have described the Borasambar zamindari separately below. My remarks regarding zamindari forest management made there apply also to the forests of the other zamindaris. The zamindars of Rajpur and Rampur claimed that all the tenants in their zamindaris were liable to pay grazing fees and jungle fees compulsorily even though they did not graze their cattle in or take any forest produce from the zamindars' *zabti* jungles. This claim was contrary to the terms of Mr. Dewar's *wajib-ul-arz*. In the Rajpur zamindari an interesting development occurred some years ago when all the tenants in a body refused to pay any jungle dues while continuing to exercise their usual rights in their village jungles. The zamindar approached the Deputy Commissioner but was told to establish his right to levy these dues in the Civil Court. He did not take that course and the tenants have remained firm in their attitude. The tenants' rights in this respect have been clearly stated in the *wajib-ul-arz*.

In some of the zamindaris protected status under section 65-A of the Central Provinces Land Revenue Act had been granted before last settlement to certain maintenance holders, but this procedure was disapproved by the Civil Court. In a suit from the Rampur zamindari in 1907 the Munsif of Sambalpur held that the declaration of certain maintenance holders as "protected thikadars" was *ultra vires*. This decision was upheld on appeal by the Sub-judge and also by the High Court. The case is reported in 20 Indian Cases, 322.

The *muafidar* of village Telmohul in the Borasambar zamindari who was recorded at last settlement as holder of a *muafi naukri* tenure applied to me for protection under section 65-A of the Central Provinces Land Revenue Act. I rejected his application on the ground that his tenure was not of such a nature as to entitle him to apply for protection under that section, and my order was upheld on appeal both by the Commissioner and the Board of Revenue. In the Board's order the following sentences occur:—

"I consider that the appellant has not been well advised to seek for protection under section 65-A. This section applies to a thikadar, gaontia or farmer and clearly as the appellant is the holder of a rent-free service or maintenance tenure he is not a thikadar, a gaontia or a farmer. I consider the view taken by the Settlement Officer and the Commissioner to be correct and dismiss the appeal."

35.—*The Borasambar Zamindari.*

The Borasambar zamindari is the most important and by far the largest of the zamindaris in the district. It lies in the extreme south-west of the Bargarh tahsil extending over 841 sq. miles and including the whole of thanas Gaisilat, Padampur, Paikmal and Jagdalpur and the larger portion of thana Melchhamunda.

Padampur is the headquarters of the zamindari. It is the principal trading centre in the estate and contains numerous shops and a population of 3,853 according to the census of 1921. In 1901 the population of this village was 2,133 and in 1911 it was 2,813. The growth of Padampur is an index of the steady growth of trade in the zamindari. Padampur is connected by a good District Council road with Sohella on the Raipur-Sambalpur road. Cart roads lead from Padampur to the trading centres of Saraipali and Basna in the Phuljhar zamindari, to Raipur on the west and Bolangir, the capital of the Patna State, on the south. With the improvement of communications during the last 20 years and the consequent increase in the volume of trade the prices of grains have steadily risen until now they nearly approach the prices prevailing at Bargarh.

The following table shows the progress of the population of this zamindari since 1901 :—

1901	1911	1921
89,806	1,14,009	1,53,810

The principal aboriginal tribes are the Binjhals and the Gonds, the former being the most numerous and forming the bulk of the population in the western villages among the hills. But there has been a steady influx of Hindu cultivators from the Khalsa villages—chiefly Kultas and Telis—who have taken up the open banks of the Aung river in Melchhamunda and Gaisilat thanas and are penetrating even the western villages. The aboriginals, specially the Binjhals, are being slowly but steadily driven to the wall.

The present zamindar, Rai Bahadur Lal Rajendra Singh Bariha, is an honorary magistrate sitting singly at Padampur and exercising the powers of a 2nd class magistrate. He receives complaints and tries both complaint and Police cases. His relations with his tenants are generally good. There are 476 villages in the zamindari held as follows:—

Held Kham (direct) by the zamindar—31.

Held by thikadars—359.

Held by muafidars—86.

In some thikadari villages there has been some trouble. The main source of the trouble is the division of the *sir* lands between the thikadars and his relations which the zamindar does not recognise in the event of the village lapsing to him by surrender. The following case is a typical instance of the trouble I am referring to :—Village Barihapukhapani was held by a family of Binjhal thikadars. In 1891 the then thikadar was granted protected status under section 65-A of the Central Provinces Land Revenue Act. Subsequently in 1914 the protection was withdrawn and in 1917 Musammat Konsalya, widow of the last recorded thikadar, surrendered the thika to the zamindar. The thikadar's uncle and cousin refused to give up possession of their shares of the *sir* lands and the zamindar brought an ejection suit against them which was dismissed by the Subordinate Judge. On appeal the High Court upheld the Judge's decision holding that the grant was a permanent grant originally made to one Raja Bariha whose descendants were entitled to an interest in the grant, and that the conferring of protected status on the thikadar under section 65-A (which made the tenure impartible) did not have the effect of extinguishing the subsisting interests of his relations whose rights remained dormant and sprang into existence again as soon as the protection was removed. The High Court therefore held that the surrender by Musammat Konsalya in 1917 was invalid. The present position is that the zamindar is in possession of the village but the late thikadar's relatives have retained possession of their *sir* lands.

Most of the thikas held by Binjhals in this zamindari are of very old origin like that of Barihapukhapani. In Chapter XIV of this report I have suggested one remedy by legislation for protecting the rights of the thikadar's family in the *sir* lands of such villages.

At the end of 1921 the zamindar proposed to all the thikadars and raiyats of his estate that they should pay enhanced thika jamas and rents from the beginning of the following year. He gave the thikadars to understand that he had the power under the law to enhance thika jamas once during the currency of a settlement. What the zamindar evidently had in mind was the provision regarding enhancement of thika jamas in clause 4(e) of section 65-A of the Land Revenue Act but he overlooked the fact that under section 50(1) of the Central Provinces Tenancy Act the enhancement of the tenants' rents during the currency of settlement was illegal. He at first proposed to make a 25 per cent. enhancement but ultimately decided to make an enhancement of two annas in the rupee. Almost all the thikadars agreed to pay the enhancement and naturally enhanced the tenants' rents in their turn. During attestation the enhancement of the tenants' rents was disallowed as illegal but the enhancement of thika jamas were accepted and paid was recorded.

36. The most important question however in this zamindari is the question of the jungle fees levied from the tenants and the reorganization of the zamindar's forest management. A very exhaustive enquiry was made into the subject by Babu Uma Charan Dass, Assistant Settlement Officer, and I reproduce in the next chapter the important portions of his interesting report. This report was shown to the Deputy Commissioner who requested the Divisional Forest Officer (Mr. A. H. H. Ross) to visit the forests of this zamindari and give his opinion. Mr. Ross visited Padampur and Narsinghnath and submitted a valuable report which is on the Deputy Commissioner's file. I quote below his opinion on the commutation system and his general recommendations :—

"The commutation system has been out of date and totally discredited in most parts of India for the best part of 50 years, and it therefore seems extraordinary that it should have been allowed to remain in force so long in an estate containing forest of considerable value. The only points which can be preferred in its favour are that it is easy to work and that little, if any, expenditure is involved in its administration. Of the many points against it it is sufficient to mention that it is in the long run destructive to the forest owing to the practical impossibility of control, that as a tax it is oppressive on some and unduly lenient on others, and that its employment results in a loss of revenue to the proprietor of the forest. The agriculturist who at present profits at the expense of the man without a cart will naturally raise a protest and will require to be educated to the change, but I would certainly recommend that as soon as circumstances permit a start be made in the inauguration of the license system

In conclusion, I would add that in my opinion a forest survey is urgently required. Once this is achieved it will be greatly to the interest of the zamindar to revise his forest boundaries and place the reserves under systematic management. These steps together with a change from the commutation to the license system will ensure an increased and sustained annual revenue, a perpetual source of supply to the inhabitants and the preservation of the forest."

I have something to say on the question of Borasambar forests when dealing with the *sicai* income of this zamindari in Part II of this report. The question is of very great importance—as well in the interest of the zamindar and the tenantry as in that of the Government, since a large proportion of the zamindar's assets on which the *takoli* payment is based is derived from the forest revenue (*sicai*). And the importance and urgency of the question will increase with the further expected development and opening up of the zamindari in the near future. I therefore very strongly support Mr. Ross's recommendation that a complete survey of the zamindar's forest reserves should be undertaken at the earliest opportunity. After that the question of the future system of management should be decided and detailed rules of management framed which the zamindar has already, in clause 7, Part I of the zamindari *wajib-ul-arz*, bound himself to abide by.

CHAPTER VIII.

Report on the kastkari or commutation forest fees of the Borasambar Zamindari, by Babu Uma Charan Das, Assistant Settlement Officer, dated the 27th January 1923.

37. In 1890 the Borasambar Zamindari, then in a perfectly chaotic condition, came under the administration of the Court of Wards. Before that year the jungle was free to the people. Rent was being realised mostly in kind. I have seen some old terminal leases in which rent in kind was stipulated. The Zamindari administration which was of a patriarchal kind was brought into some order after it was taken under the administration of the Court of Wards.

Mr. A. H. L. Fraser, then Commissioner of the Chattisgarh Division (afterwards Sir A. H. L. Fraser, Lieutenant-Governor of Bengal) introduced for the first time jungle rules in the Borasambar zamindari with the approval of the Chief Commissioner (vide his letter no. C—85, dated the 1st February 1890, to the Junior Secretary to the Chief Commissioner). It seems that this commutation rate system had been in vogue in the khalsa of Sambalpur also and those very rules were altered and modified to suit local conditions. In recommending the proposals to the Chief Commissioner Mr. Fraser wrote that he was very much averse to the commutation system which had been abolished in the khalsa but that he would allow it for a year or two until the people had become more accustomed to pay for their forest produce. The proposals were sanctioned by the Chief Commissioner (vide letter no. 7—788, dated the 1st April 1890, from the Junior Secretary to the Chief Commissioner to the Commissioner, Chattisgarh Division).

These rules remained in force till the year 1895. In 1896 Mr. Chapman, the then Deputy Commissioner, recommended the continuance of the system after suggesting a few changes in the rates and the rules (vide letters nos. 1425, dated the 22nd March 1896, and 2145, dated the 28th March 1896). According to Mr. Chapman's recommendations the system with the modifications was to remain in force till the next settlement (Mr. Dewar's settlement) was completed in 1906. In the meantime the estate had been released from the administration of the Court of Wards. Nothing was done about the forest administration by the zamindar after the release. I am told by the zamindar's representative (the present forest ranger) who was then an employee under the Court of Wards, that the matter was taken into consideration after the last settlement but as it was found that the condition of the people had not materially changed and they had moreover been much affected by the great famine of 1899-1900, no change was made in the forest administration. This may be true and it may be due also to the inexperience of the zamindar who had just then taken over the management of his estate.

Whatever may be the reason the old rates introduced by Mr. Chapman in 1893 continued till the year 1917. In that year the rates were revised. The commutation rates (halpatti and chulhapatti) were doubled and the fees on professional men and traders were greatly enhanced.

These rates remained in force till the end of 1919; in 1920 they were again revised and the rates now in vogue are the rates introduced in 1920.

System of jungle administration.—For the purpose of jungle administration the estate has been divided into 14 chaks. There were 12 chaks formerly which have recently been increased. There are collection offices called nakas in each chak. There are also branch nakas on the borders of the jungle. A muharrir assisted by a staff of two or three peons is in charge of each naka. The muharrirs are under four sub-rangers who are also called dafadars and the zamindar's forest ranger controls the forest staff and is responsible for the general supervision of the zamindar's jungles. This officer has no technical qualification but has been in charge of the forests for the last 25 years.

In the beginning of the rains every year (June and July), the thikadar of the thikadari villages and the mokaddams of khamar villages make a list of the number of ploughs and hearths belonging to each raiyat and resident.

Agriculturists pay the halpatti and landless men are charged chulhapatti. Professional men such as potters, blacksmiths, goldsmiths, washermen, kewats [fried rice (unuri) makers], etc., pay yearly taxes in lump which vary according to different professions which will be dealt with later. When the thikadar or mokaddam is ready with his list, the sub-ranger or dafadar visits the village and inspects it. He then prepares a register for his circle after visiting every village, which he fills up *villagewar* from the thikadar's list corrected by him in consultation with the village punch. The thikadar and punches sign the register. Very poor landless men having hearths are exempted but no raiyat is ever exempted. If he is not cultivating his lands in any year his bullocks having died or for any other reason he is considered for that year to be a non-agriculturist and is liable to pay the chulhapatti.

A man paying chulhapatti is not allowed to bring his fuel in carts; he is allowed as much as he and his family members can carry in *bhars* (slings) or on their heads. If a non-agriculturist is detected bringing fuel in a cart, he is made to pay the full price of the cart load.

Present rates and comparison with rates in Government Forests.—Simultaneously with the introduction of the commutation system in 1890 timber was also classified by the Deputy Commissioner with the approval of the Government. Chulhapatti and halpatti were levied on the raiyats and residents and the professional taxes on the professional men such as blacksmiths, potters, etc. The system as it now exists has undergone no change in principle but only some modifications have been made by including some more castes in the profession category and by altering the classification.

Until the year 1917 the following classification of timber and rates prevailed.

1st class timber.—

1. Teakwood	} Cutting of green timber was forbidden and the rate for dry timber was Re. 1-8-0 per cart.
2. Sal (Rengal)	...	...	...
3. Bija or Pessal	...	...	...
4. Harra	...	...	...
5. Seesum	...	...	...
6. Mahua	...	...	...
7. Kusum	...	...	...

2nd class timber.—

1. I alau	} Rates—
2. Ktasia	...	...	...
3. Kendu	...	...	...
4. Khaira	...	...	...
5. Rheru	...	...	...
6. Chara	...	...	...
7. Dhaura	...	...	...
8. Senha	...	...	...
9. Rohena	...	...	...
10. Bebera	...	...	...
11. Mukka	...	...	...
12. Mukha	...	...	...
13. Sabaj	...	...	...
14. Kalmi	...	...	...

Rs. a. p.

Big cart 1 0 0

Small cart 0 8 0

Kandini* 0 3 0

Bhar 0 1 0

Headload 0 0 6

(*Kandini is probably the same as Karhni—a bundle of bamboos or saplings dragged along the ground by a pair of bullocks.—M. H.)

All other timber was in the third class which men paying halpatti and chulhapatti could take for their domestic consumption. Bamboo was charged for at four annas per hundred.

The rates of halpatti, chulhapatti and the "professional" jungle fees were as follows:—

	Rs.	a.	p.
1. Halpatti, per plough	0	2	0
2. Chulhapatti, per hearth	0	2	0
3. Blacksmith for manufacturing pig iron ...	3	0	0 yearly
4. Ordinary blacksmith	1	8	0 "
5. Kewats for making fried rice	1	8	0 "
6. Goldsmiths	1	8	0 "
7. Kumbhars	1	8	0 "
8. Washermen	1	8	0 "
9. Washerwomen	1	0	0 "
10. Chamars	1	8	0 "
11. Chamarwomen	1	0	0 "

These rates were in force till 1917 in which year the rates were enhanced as follows:—

The classification of timber was not changed. For 1st class timber the rate per cart load was increased to Rs. 2. Small carts were abolished and a rate for green timber was introduced at the rate of Rs. 5 per cart.

For 2nd class timber the rate for big cart loads was raised from Re. 1 to Rs. 2; bhars to two annas per bhar in place of one anna and headloads to one anna from six pies.

Third class timber was kept free as before. *Halpatti* and *chulhapatti* were raised from two annas to four annas per plough or hearth but the professional rates were not changed. The rate for bamboos was raised from four annas to 10 annas per hundred.

In 1920 the system was again overhauled and the rates were greatly enhanced. The alteration in the jungle rates of Government Reserve Forest on account of high prices was not unknown to the zamindar. At that time there was a general agitation in the khalsa area among the tenants and the gaontias and applications were made to Government to reconsider the rates. The zamindar thought that as Government was enhancing the rates he would also be justified in doing so.

The rates now in vogue are the rates introduced in 1920:—

	Rs.	a.	p.
1. Halpatti	0	8	0 per plough per annum.
2. Chulhapatti	0	4	0 per hearth per annum.
3. Blacksmiths for manufacturing pig iron.	3	0	0 yearly.
4. Ordinary blacksmiths	2	0	0 "
5. Kewats	2	0	0 "
6. Goldsmiths	2	0	0 "
7. Potters	2	0	0 "
8. Washermen	1	8	0 "
9. Washerwomen	1	0	0 "
10. Chamars	1	8	0 "
11. Chamarwomen	1	0	0 "

It will be seen that the *halpatti* was doubled in 1920 but the *chulhapatti* was allowed to remain at 4 annas per hearth which was the rate introduced in 1917.

It was stated to me that as the landless men had suffered on account of the high prices the zamindar considered their objection and did not increase the *chulhapatti* rate.

The "professional" rates paid by blacksmiths and other professional castes are paid in addition to the *halpatti* or *chulhapatti* rates according as the man is an agriculturist or not. The "professional" rates are not of

a compulsory character like *halpatti* and *chulhapatti*. They are optional and a man who does not intend to carry on his vocation in any year need not take a license.

The classification of timber was also greatly modified in 1920.

The following are the present classifications and the enhanced rates.

<p><i>1st class</i>.—1. Teakwood</p> <p>2. Sal or Rengal</p> <p>3. Bardan or Tilsa</p> <p>4. Bija or Peasal</p> <p>5. Hurra</p> <p>6. Seesam</p> <p>7. Mahua</p> <p>8. Kusum</p> <p>9. Kendu</p> <p>10. Char</p>	<p>1. Not to be had in the jungle.</p> <p>2. Green sal is not sold. Dry sal at Rs. 4 per cart.</p> <p>3 and 4. Trees having less than 4 feet girth are not sold ; 4 feet to 5 feet Rs. 7 and one rupee more for each foot more.</p> <p>5. Not sold.</p> <p>6. Same as 3 and 4.</p> <p>7, 8, 9 and 10. Not sold, no rates.</p>
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If with special permission any prohibited trees or trees of prohibited girth are sold the following rates are charged :—

						Rs. a. p.
1 to 1½ ft. girth	...	...	...	...	...	0 3 0
1½ to 2 " "	...	...	...	...	...	0 12 0
2 to 2½ " "	...	...	...	...	...	1 2 0
2½ to 3 " "	...	...	...	...	...	4 0 0
3 to 4 " "	...	...	...	...	...	6 0 0

Nos. 9 and 10 which were in 2nd class formerly have been taken to first class. These are fruit bearing trees and the over classification has been introduced to stop their wanton cutting.

<p><i>2nd class</i>.—1. Elalan or Harda</p> <p>2. Khaisa or Kasai</p> <p>3. Bheru</p> <p>4. Dhaura</p> <p>5. Khaira</p> <p>6. Lendia or Senha</p> <p>7. Rohena</p> <p>8. Bahera</p> <p>9. Mukka</p> <p>10. Sahaj</p> <p>11. Kalsi or Murhi</p> <p>12. Karla</p> <p>13. Gamhari</p> <p>14. Jamun</p>	<p>2nd class timber is sold in cart loads. Each cart Rs. 2</p> <p>Bullock load 8 annas.</p> <p>Bhars 2 "</p> <p>Headloads 1 anna.</p>
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Nos. 12, 13 and 14 which were formerly in 3rd class and were thus free to the raiyats paying *chulhapatti* and *halpatti* have now been taken to 2nd class. The reason given by the zamindar's forest ranger is that it was necessary to preserve them as raiyats cut them wantonly.

From what I have found from my enquiry the real reason seems to be that these timbers are useful for making ploughs and for building purposes and their over classification leaves the raiyats without any timber fit for making even ploughs.

This is now a general complaint. Raiyats paying *halpatti* should at least have some wood for making ploughs. Since these trees were overclassified the raiyats have to pay for the timber they require for making their ploughs in addition to the *halpatti*.

All other wood not included in 1st class and 2nd class is 3rd class. But in fact all the timber which is of any use in building or repairing houses has been included in the two upper classes.

So the raiyats and *sukbasi* (landless men) bring only their fuel for their *halpatti* and *chulhapatti* licenses. Besides fuel, thatching grass and fencing thorn can also be brought free in any quantity. The raiyat or the *sukbasi* has free run in the forest for collecting jungle fruits and flowers. They can collect *mahua* and *char* or other fruits in any quantity and can also sell them within the estate if they like, if they have paid their *halpatti* or *chulhapatti*. For exporting any jungle produce outside the estate license fees are charged. *Mahua*, *char* and *harra* are about the only fruits that are exported. The exporting license fee is 7 annas per maund. These rates fluctuate with the market rates. There are exporting fees for honey, wax and other jungle produce but the discussion of these dues is not within the scope of the present inquiry.

If third class timber is taken by any one who has not paid his *chulhapatti* or *halpatti* or by an outsider, a license fee of 6 annas per cart is charged for dry fuel and 12 annas for green wood.

It is evident on a reference to the forest rates in the Government Reserve Forest that the zamindar has closely followed the Government rates.

It will seem at first sight that the zamindar has ample justification for bringing his jungle rates on a level with the Government rates. The Government rates are different for different areas within the limits of the khalsa. If Borasambar had been under Government management the remoteness of the place and the absence of good road communications and other local conditions would certainly have weighed heavily in fixing rates for jungle produce. Even the different tracts in the zamindari would have been differently treated. Paikmal cannot pay the same rates as Melchhamunda.

All these considerations were totally overlooked in introducing the new rates in 1920. When the Court of Wards introduced uniform rates throughout the entire estate, it was deemed to be just a temporary measure to be changed very soon, for making the people accustomed to pay for their jungle supplies which they had been till then enjoying free. The argument that the system is not objectionable being a continuance of the old system introduced by Government cannot therefore be acceptable at the present time.

Without expert knowledge it is impossible to say what exactly should be the rates in the different areas and whether the present rates are excessive but certainly no scientific principle was followed by the zamindar himself when the rates were introduced.

The administration of the jungles of the estate which bring a very handsome income to the zamindar and which are a more valuable asset than the income from land is not at all run on up-to-date scientific lines. The old

vernacular ranger had never any technical education and as forest ranger he is a general assistant of the zamindar. He himself understands the wants of the estate in this respect and in a note submitted to the zamindar immediately before the introduction of the new rates, he proposed a reorganization of the jungle administration under the management of a special forest officer. No heed appears to have been taken of his proposals.

The valuable Borasambar jungles can never develop if the present system of management is not thoroughly overhauled.

Kharchari.—This is a purely optional fee for which yearly licenses are sold.

The present rates are as follows:—

1. Buffalo	...	...	...	4 annas per head.
2. Cows or bullocks...	...	...	...	2 annas do.
3. Sheep or goat	...	...	...	1 anna do.

These are about double the old rates and were introduced along with the present commutation rates in 1920.

Although this is an optional imposition, the residents of the villages abutting on the zamindar's jungles pay it as if it were obligatory. There is sufficient pasture in some of these villages but it is very easy for the cattle to trespass on the bordering reserves with the result that they are impounded at once costing much more to the owner in a single instance than what he would have paid as kharchari for a whole year.

In the other villages the fee is paid only by people who take their cattle to graze in the jungle.

The rates are not higher than the Government rates but the enhancement made in 1920 is certainly not liked.

Working of the system and how it affects the people.—A portion of the Borasambar zamindari situated in thanas Melchhamunda and Padampur is open country and far away from the zamindar's forest reserves. The other part consisting of portions of thanas Gaisilat, Paikmal and Jagdalpur are hilly and jungly and border on the forest reserves. The villages bordering on the forest reserves have sufficient forest in them from which the villagers can have their supply of firewood and timber for household purposes. The men of these villages pay the full halpatti and chulhapatti but they seldom go to the reserved jungle for their supplies.

I have come across a large number of villages in Gaisilat and Padampur thanas in which the village jungles are so dense that wild animals including tigers abound in them and from them the men of the villages of the open tract sometimes take their supply of firewood instead of going to a distant reserve. In the open tract the raiyats cannot do without going to the zamindar's jungles.

The landless classes in this tract have great difficulty in going to the distant jungles. The poorer among them have no bullocks and it is hardly worthwhile going miles and miles for a bhar or a headload of wood. Most of them are field servants of the agricultural classes and manage somehow either by accompanying others and getting a share of the wood brought in lieu of wages or by serving free for a supply. The village scrub jungle, if any, is often resorted to by such men.

These being the circumstances it is clear that it is only the agricultural classes in the open tracts who are gainers by the present system.

The people of the jungle villages, whether agriculturists or not, need not go to the reserved jungle at least for the present and the landless classes of the open tracts never get the full value of the dues paid by them.

An average raiyat in the open tract having two ploughs requires on an average 4 cartloads of fuel and house repairing materials yearly.

At the license rates the value is Rs. 1-8-0 but the raiyat pays only Re. 1 for his two ploughs. He has therefore no cause of complaint and will naturally like the present system to continue.

It is hardly necessary to discuss the position as regards the professional men. These men certainly want more fuel and charcoal than the others and an extra fee from them is justifiable.

Abolition of the system and what effect it would have on the tenants and the zamindar.—Unquestionably the license system is exact and unobjectionable and is preferable to the yearly commutation system which as the old records show was introduced temporarily as a concession to the tenants who had been previously enjoying the jungles free.

If the commutation rates are so raised by the zamindar as to reach the level of the license rates of the Government Reserve Forest there is no reason why a questionable and objectionable system should be allowed to continue.

As indicated above the tenantry of the estate are divided in their opinion, while the rich tenants favour its continuance the poorer people would naturally like its immediate abolition.

The people of Borasambar are yet very backward. The abolition of the system should be carried out with great caution. Until the zamindar strengthens his supervising staff or reorganises his jungle administration a sudden change might bring on disastrous results. The *mahua* and *char* trees which are valuable assets of the poor villages will be wantonly cut down specially in the open tract. Deforestation in the jungle villages will be very rapid due to clandestine transit from one village to another.

In the beginning cases of theft of jungle produce will crop up which may cause some disadvantage to the administration but all these will disappear as soon as the people get accustomed to the new system.

For stopping all these malpractices the zamindar will have to employ a much larger staff than he has at present.

Small areas in the advanced portions of the zamindari may be taken up first for trying the license system which may be gradually extended to other parts.

The income of the zamindar from the commuted jungle fees including the "professional" rates amounts to a little over Rs. 12,000 yearly. The total gross income from forests amounts to about Rs. 55,000. The commutation dues are therefore less than even one-fourth of the jungle income.

The raiyats have to pay for all their supplies now-a-days except fuel.

The statement of the zamindar's forest ranger and his authorized agent show that the zamindar has hardly any objection if the commutation system is forthwith abolished.

As the ranger states the income may fall off by about a half for four or five years in the beginning but when the forest is well guarded and more vendors are employed for selling licenses it may go up a good deal.

The loss from the jungle villages will be amply compensated from the rich open tract after the malpractices are fully stopped.

The employment of an additional staff may take sometime but this will not cost the zamindar anything out of his purse. There is nothing to prevent him when the license system is introduced, from increasing the rates so as to cover the expenditure on his establishment. On the whole, therefore, the zamindar will not be a loser in the long run if the commutation system is abolished. With proper management his jungle income may increase under the license system.

General Remarks.—After the new rates were introduced in 1920, there was an anonymous petition to the Deputy Commissioner complaining against the enhancement. The whole system was fully inquired into in connection with that petition.

vernacular ranger had never any technical education and as forest ranger he is a general assistant of the zamindar. He himself understands the wants of the estate in this respect and in a note submitted to the zamindar immediately before the introduction of the new rates, he proposed a reorganization of the jungle administration under the management of a special forest officer. No heed appears to have been taken of his proposals.

The valuable Borasambar jungles can never develop if the present system of management is not thoroughly overhauled.

Kharchari.—This is a purely optional fee for which yearly licenses are sold.

The present rates are as follows :—

1. Buffalo	...	...	...	4 annas per head.
2. Cows or bullocks...	...	...	...	2 annas do.
3. Sheep or goat	...	...	...	1 anna do.

These are about double the old rates and were introduced along with the present commutation rates in 1920.

Although this is an optional imposition, the residents of the villages abutting on the zamindar's jungles pay it as if it were obligatory. There is sufficient pasture in some of these villages but it is very easy for the cattle to trespass on the bordering reserves with the result that they are impounded at once costing much more to the owner in a single instance than what he would have paid as kharchari for a whole year.

In the other villages the fee is paid only by people who take their cattle to graze in the jungle.

The rates are not higher than the Government rates but the enhancement made in 1920 is certainly not liked.

Working of the system and how it affects the people.—A portion of the Borasambar zamindari situated in thanas Melchhamunda and Padampur is open country and far away from the zamindar's forest reserves. The other part consisting of portions of thanas Gaisilat, Paikmal and Jagdalpur are hilly and jungly and border on the forest reserves. The villages bordering on the forest reserves have sufficient forest in them from which the villagers can have their supply of firewood and timber for household purposes. The men of these villages pay the full halpatti and chulhapatti but they seldom go to the reserved jungle for their supplies.

I have come across a large number of villages in Gaisilat and Padampur thanas in which the village jungles are so dense that wild animals including tigers abound in them and from them the men of the villages of the open tract sometimes take their supply of firewood instead of going to a distant reserve. In the open tract the raiyats cannot do without going to the zamindar's jungles.

The landless classes in this tract have great difficulty in going to the distant jungles. The poorer among them have no bullocks and it is hardly worthwhile going miles and miles for a bhar or a headload of wood. Most of them are field servants of the agricultural classes and manage somehow either by accompanying others and getting a share of the wood brought in lieu of wages or by serving free for a supply. The village scrub jungle, if any, is often resorted to by such men.

These being the circumstances it is clear that it is only the agricultural classes in the open tracts who are gainers by the present system.

The people of the jungle villages, whether agriculturists or not, need not go to the reserved jungle at least for the present and the landless classes of the open tracts never get the full value of the dues paid by them.

An average raiyat in the open tract having two ploughs requires on an average 4 cartloads of fuel and house repairing materials yearly.

At the license rates the value is Rs. 1-8-0 but the raiyat pays only Re. 1 for his two ploughs. He has therefore no cause of complaint and will naturally like the present system to continue.

It is hardly necessary to discuss the position as regards the professional men. These men certainly want more fuel and charcoal than the others and an extra fee from them is justifiable.

Abolition of the system and what effect it would have on the tenants and the zamindar.—Unquestionably the license system is exact and unobjectionable and is preferable to the yearly commutation system which as the old records show was introduced temporarily as a concession to the tenants who had been previously enjoying the jungles free.

If the commutation rates are so raised by the zamindar as to reach the level of the license rates of the Government Reserve Forest there is no reason why a questionable and objectionable system should be allowed to continue.

As indicated above the tenantry of the estate are divided in their opinion, while the rich tenants favour its continuance the poorer people would naturally like its immediate abolition.

The people of Borasambar are yet very backward. The abolition of the system should be carried out with great caution. Until the zamindar strengthens his supervising staff or reorganises his jungle administration a sudden change might bring on disastrous results. The *mahua* and *char* trees which are valuable assets of the poor villages will be wantonly cut down specially in the open tract. Deforestation in the jungle villages will be very rapid due to clandestine transit from one village to another.

In the beginning cases of theft of jungle produce will crop up which may cause some disadvantage to the administration but all these will disappear as soon as the people get accustomed to the new system.

For stopping all these malpractices the zamindar will have to employ a much larger staff than he has at present.

Small areas in the advanced portions of the zamindari may be taken up first for trying the license system which may be gradually extended to other parts.

The income of the zamindar from the commuted jungle fees including the "professional" rates amounts to a little over Rs. 12,000 yearly. The total gross income from forests amounts to about Rs. 55,000. The commutation dues are therefore less than even one-fourth of the jungle income.

The raiyats have to pay for all their supplies now-a-days except fuel.

The statement of the zamindar's forest ranger and his authorized agent show that the zamindar has hardly any objection if the commutation system is forthwith abolished.

As the ranger states the income may fall off by about a half for four or five years in the beginning but when the forest is well guarded and more vendors are employed for selling licenses it may go up a good deal.

The loss from the jungle villages will be amply compensated from the rich open tract after the malpractices are fully stopped.

The employment of an additional staff may take sometime but this will not cost the zamindar anything out of his purse. There is nothing to prevent him when the license system is introduced, from increasing the rates so as to cover the expenditure on his establishment. On the whole, therefore, the zamindar will not be a loser in the long run if the commutation system is abolished. With proper management his jungle income may increase under the license system.

General Remarks.—After the new rates were introduced in 1920, there was an anonymous petition to the Deputy Commissioner complaining against the enhancement. The whole system was fully inquired into in connection with that petition.

The mode of working of the system or the inequality in the treatment of different raiyats may be complained against and the zamindar may be charged with mismanaging his jungle, but as it has been held in that case there is nothing illegal in the system itself.

As the zamindar is himself willing to abolish it, I do not think it is worthwhile discussing the matter any further.

It will take sometime for the zamindar to employ a more efficient staff to reorganize his jungle administration and consequently it is not advisable as I have pointed out above to abolish the system at once.

In the meantime just and obvious causes of complaint should be removed.

I would recommend the following modifications in the system until its abolition :—

- (1) That the commutation rates should be revised yearly and should depend on the prices prevailing in the year.
- (2) That the rates should be lower in the jungle villages than in the open tract.
- (3) That it should be made completely optional to the sukhbasi (landless) classes now paying *chulhapatti* almost as an obligatory imposition.

The thikadars and the jungle daffadar should not include the sukhbasis in their lists and if they want they may purchase licenses from the nearest naka.

- (4) Some species of wood, preferably jamun and dhaura, fit for making ploughs and yokes and other agricultural implements should be included in the 3rd class. This is a great grievance of the raiyats.

Strictly legally these conditions may not be enforceable on the zamindar but there is no reason why he should not accept these reasonable proposals.

PART II.

SETTLEMENT OPERATIONS.

CHAPTER IX.

Previous Surveys and Settlements.

38. Sambalpur lapsed to the British Government in 1849 on the death of Raja Narayan Singh without a male issue. A hasty revenue settlement appears then to have been made, and a second settlement was made in 1854. No papers about these settlements are available, but Major Impey, Deputy Commissioner of the district, writing on the 30th June 1862 observed as follows :—

- “The district of Sambalpur was first brought under settlement in the year 1850, not upon any certain knowledge of the value of its component lands, but only on the imperfect and unsatisfactory data contained in the records of the late Raja Narayan Singh.
- “The settlement was for a term of three years; on expiration it was renewed, at a slight enhancement in some villages, for five years ending in 1858.
- “Since then, no fresh arrangements have been made. Tenures and occupancies have simply run on from year to year, on the old unrenewed pattas, pending a long contemplated general Revenue Survey and Settlement.
- “This was written by the Deputy Commissioner,” says Mr. Russell in his Settlement Report, “shortly after this district passed from the jurisdiction of the Lieutenant-Governor of Bengal to that of the Chief Commissioner of the Central Provinces, where measurement, survey and settlement operations were in active progress in nearly every district; the Chief Commissioner therefore lost no time in extending the same to this newly acquired district also.”

In the field season of 1862-63 the usual measurement operations for a regular Revenue Settlement were commenced. Up to the end of February 1864 the demarcation of village boundaries had nearly been completed throughout the khalsa when orders were received from the Chief Commissioner to the effect that “Settlement operations in the Sambalpur district are for the present to be confined to decision of proprietary right cases and demarcation of boundaries. Mr. Russell says that the reason for this decision was that a field measurement was very distasteful to the people at the time, and as the country was just then settling down after the arrest and banishment of the rebel Surandar Sai and his adherents, it was considered advisable to suspend detailed Settlement operations.

39. After a long correspondence between the Settlement Officer and the Settlement Commissioner, followed by a personal visit of the Chief Commissioner to Sambalpur, the following instructions were issued by the Chief Commissioner, with the sanction of the Government of India, in 1872 :—

- “The manner in which the assessment will be made, will be by ‘puris’. The number of ‘puris’ sown in each village will enable the Settlement Officer to judge roughly of the area under cultivation. The two things to guard against are the variations in the size of the ‘puris’ and inaccurate statements regarding the number of ‘puris’ sown. But this is a matter which requires care and personal supervision and in Settlement operations everywhere similar difficulties are met with.
- “No boundary and field survey will be attempted, but a khasrah or register of fields will be prepared. This will show for each field the name of and particulars regarding the cultivator, the

amount of land according to seed measure, and the quality of the land, and the nature of crop raised; remarks being added showing the amount of irrigation, the number of wells, &c."

The appraisement of fields in accordance with the above instructions was completed in July 1873 for the khalsa portion of the district and for the zamindari of Chandrapur-Padampur and the Malkharoda jagir. In the other zamindaris in pursuance of the policy of the Central Provinces Administration to "abstain from all land Revenue survey and settlement operations within zamindaris and other petty chieftaincies" no village records were prepared. All that was done was to fix the assessment to be paid by the zamindar in each case in consideration of "the previous history and present condition" of the zamindars, and a kabuliyat was taken from the zamindar binding him to pay the assessment for the period of the settlement.

Mr. Russell's settlement was for a period of 12 years—1st July 1876 to 30th June 1888.

40. At Mr. Nethersole's settlement the plan adopted was to have a traverse survey made by the Imperial Survey Department and the cadastral survey on the basis of the traverse plots by the agency of the Patwaris. The traverse survey of the khalsa area and the Chandrapur-Padampur and Malkharoda estates was commenced in November 1881 and completed in 3 years. The cadastral survey was completed in 1888-89. As at Mr. Russell's settlement no survey was made and no village records prepared in the zamindaris. In addition to the procedure followed at Mr. Russell's settlement Mr. Nethersole made enquiries into the circumstances of the thikadar Gaontias in the zamindaris and "protected status" was awarded in deserving cases where "the thikadar had either held from a date previous to the former settlement or had himself settled the village or spent money in making substantial improvements." The subsequent amendment of the Land Revenue Act in 1889 gave legal sanction to these proceedings—*vide* section 65A.

The term of Mr. Nethersole's settlement expired on the 30th June 1902 in the khalsa portion of the Bargarh Tahsil, and on the 30th June 1903 in the khalsa portion of the Sambalpur Tahsil and in all the zamindaris.

41. Immediately on the close of Mr. Nethersole's settlement steps were taken to extend to the villages of the zamindari estates the detailed survey which had been completed for the khalsa portions of the district and for the estates of Chandrapur-Padampur and Malkharoda. Between 1891 and 1897 maps for 1,514 zamindari villages were completed and a staff of Patwaris under Inspectors was appointed for their maintenance. In 1899 an Assistant Settlement Officer was appointed with a staff of 10 extra Inspectors to check the maps of the khalsa area before resettlement.

Mr. Dewar joined the district as Settlement Officer in January 1902. The resettlement operations closed at the end of 1906 and the term of his settlement expired on the 30th June 1925 in the whole district except the six zamindaris of Borasambar, Bijepur, Kolabira, Rampur, Rajpur and Garhloising. In these six zamindaris the term of Mr. Dewar's settlement is due to expire on the 30th June 1926.

Mr. Dewar prepared complete records for all the khalsa and zamindari villages of the district. His maps for khalsa villages were traces taken from Mr. Nethersole's maps checked locally by an Assistant Settlement Officer in 1899 as stated above, and his maps for zamindari villages were copies of the maps prepared between 1891 and 1897. There were however 78 villages in the zamindaris which had been traversed but were not cadastrally surveyed during 1891-1897, under the orders of the Settlement Commissioner, because (as I am informed) the Thika jama of these villages was less than Rs. 50 in each case. Mr. Dewar therefore did not find any maps of these 78 villages. He prepared khasras for them in which the plots were described by name and the areas were roughly calculated by measuring the length and breadth of the plots with a pole. These were what are known as *Masat* villages. They were cadastrally surveyed and maps were prepared

for them during 1909 and the following years while Mr. Moberley was Deputy Commissioner.

In many cases discrepancies were found between the areas given in the last settlement records and those given in the records now prepared. These cases were examined and most of them were found to be due to faults in the old maps and others to variations in area extraction.

CHAPTER X.

History of the Land Revenue assessment of the district.

42. The circumstances in which the district came under British rule and the state of land revenue at the time are very graphically described by Mr. Dewar in paragraph 95 of his Settlement Report, and I cannot do better than quote here the whole of that paragraph. It is necessary to appreciate those circumstances fully in order to be able to regard the enhancements of land revenue made at successive settlements in their true perspective. Mr. Dewar writes :—

“ No detailed record now exists of the amount of land revenue collections under native rule. But it is clear from the amounts of the quit rents then fixed on certain privileged estates and of tributes paid by feudal zamindars, and from the customary rents and revenues found payable in the khalsa or crown villages in 1864, that the revenue annually realized in cash by the Raja of Sambalpur was small. It probably did not succeed one lakh of rupees.

“ The other resources of the State were much larger. The royal household received supplies of necessaries from its rich domain-lands in such villages as Talab, lying near the palace; but while the Raja remained in residence at his head quarters, the headmen of villages, both far and near, sent in requisitions of produce in addition to their customary money payments. When he toured through his state, further supplies were exacted, and all officers of Government lived free of charges and took their toll not only from the fields and gardens but from the looms and nets. At all times the villagers were liable to render unpaid labour on the roads and public buildings. These, the usual incidents of feudal rule, represented an amount of taxation large out of proportion with the fixed annual payments of cash. They were further added to on all exceptional or recurring occasions of expense by the levy of nazaranas on the headmen of villages. These, still familiar in the zamindaris of the district, may be taken to be the renewal fees of leases more or less definite, on which the headmen held their villages, but their amounts were determinable only by the state, and they were liable to take the form of heavy “ benevolences”. The zamindars, besides their nominal tributes and besides the cost of presents paid and produce consumed during a royal progress in time of peace, were in war time liable to be called out with men, arms, and supplies.

“ The total revenue, probably not less than five times the fixed annual cash collections, can never under this system have been a light one, even in prosperous and peaceful years. How heavily it pressed on the villages during the first half of the nineteenth century can still be recollected by old men.

“ Progress in cultivation was then hopelessly handicapped by the internal disorders that prevailed. These were not of the dignity of regular warfare which, disastrous for a time, does not continuously harry the cultivator. To the leaders they were dynastic struggles, but to their followers and to the people at large they were episodes in a long inter-racial feud carried out bitterly in every village by means of raids, arson, torture and murder. The condition of the cultivator was not unlike that of French and English settlers in North America during the eighteenth century when these had constantly to guard their homes and fields against aboriginals, led and armed by French and English captains. It is not surprising that even in the open parts of the country cultivation was limited to the immediate vicinity of fenced villages.

“ It was in these circumstances that the district came under British rule. One of their unfortunate results was the necessity of at once re-establishing, at whatever cost, the confidence of the people and a reasonable standard of prosperity. The cost was heavy. With the district there was taken over, not its revenue but only its light annual cash revenue, a very small part of the whole. The enhancements of subsequent Settlements, justifiable on other grounds, may be fairly looked upon as nothing more than attempts to get back towards an adequate taxation.”

43. Mr. Russell found the total amount of rents paid by the raiyats in the khalsa to be Rs. 89,797. He raised it to Rs. 1,09,535. This meant an increase of just about 32 per cent. The net Government demand excluding the assessment on muafi and quit rent villages was Rs. 66,313. As the result of Mr. Russell's settlement this was raised to Rs. 87,716 or by nearly 32 per cent.

That the rents settled by Mr. Russell gave a very low incidence, compared with other districts of the Central Provinces, is clear from an interesting comparison made by Mr. J. B. (afterwards Sir Bampfylde) Fuller, Settlement Commissioner, in a note which he wrote on the extension of Railway communication to the Sambalpur district in August 1886. Mr. Fuller wrote :—

“Not only is the proportion of cultivated to total area exceptionally high in Sambalpur, but the cultivation is of exceptionally good character.” After giving details of rice, sugarcane and *til* cultivation Mr. Fuller proceeded .—

“So far as production is concerned the Sambalpur district is exceptionally well off and it might be expected to pay a relatively rather larger revenue to Government than the other districts of these provinces. But its contribution is almost ludicrously small. The present land revenue of the tract held direct from Government is, including assignments, only Rs. 1,15,600 which falls at the rate of 1·5 anna per acre of total area and 2·3 annas per acre of cultivation. I contrast below the land revenue incidences in some other typical districts :—

	Incidence of land revenue.	
	Per acre of total area.	Per acre of cultivated area.
1	2	3
Raipur	2 1	4 2
Bilaspur	1 6	3 5
Bhandara	3 3	2 2
Wardha	5 2	8 7
Narsinghpur	5 4	11 0

Another commentary on the lowness of the rents is to be found in the Central Provinces Administration letter no. 2333, dated the 15th May 1893, forwarding the Report on Mr. Nethersole's Settlement to the Government of India. Paragraph 7 of that letter runs as follows :—

“The grounds on which enhancement has been effected at the present revision are the extreme lowness and inequality of the ascertained raiyati payments the incidence of which ranged in different groups from Re. 0-1-7 to Re. 0-9-2 per acre in cultivation, while the all round rate for the district was actually as low as Re. 0-3-8 per acre. These rates were manifestly very much below what was being paid in other rice districts of the Provinces. Moreover, the absolutely insignificant share of the produce absorbed by existing payments is clearly brought out by the interesting calculation given in paragraph 20 of the Report, where it is shown that the average rates paid for the various classes of land prior to revision amounted to only 3 to 4 per cent. of the assumed average value of the produce.”

As the result of Mr. Nethersole's settlement the raiyati payments were enhanced from Rs. 1,12,633 to Rs. 1,52,400, or by just over 35 per cent. The total valuation of the village lands including raiyati, bhogra, service and musafi areas amounted to Rs. 2,13,439 as compared with Rs. 1,53,561 at Mr. Russell's settlement. Some discontent was manifested when the new assessments were first announced but this was neither deepseated nor long lived. As the Central Provinces Administration observed in its letter to the Government of India referred to above :—

“The agitation doubtless owed its origin to the disappointment felt by the gaontias at not getting proprietary rights, and they, therefore, sought to discredit the Settlement. The announcement took place in the cold season of 1888-89, and at the commencement of 1891, the Commissioner of Settlements who marched through the district received not a single complaint of the assessment. Moreover, the revenue has been since collected with the greatest ease and no coercion to speak of has been required.”

Mr. Dewar when he joined the district as Settlement Officer was also struck with the lowness of the rents. He remarks in his Settlement report :—

“The work of a few months was sufficient to show that there existed even better grounds for enhancement than those first set forth..... It also became evident that the share of the net profits of cultivation paid as rent did not, under the mildest computation of outturn and the most generous computation of expenses, even distantly approach any academic minimum as yet known to economic science. The average Sambalpur rent does not amount to 5 per cent. of the net profits of cultivation.”

Mr. Dewar enhanced the total amount of raiyats' rents in Bargarh Tahsil Khalsa by 29 per cent. and in Sambalpur Tahsil khalsa by 33 per cent. The figures are given in the comparative table in Appendix G of this report. The incidence per acre came to Re. 0-6-1 in Bargarh and Re. 0-6-7 in Sambalpur. The Director of Land Records in forwarding Mr. Dewar's Report to the Board of Revenue wrote as follows regarding the pressure of the new assessment :—

“How very light the new assessment is may be gathered from the average rates of rent of the main classes of land. These are :—

	Per acre.
	Re. a. p.
Bahal or 1st class rice land	1 1 4
Berna or 2nd do. do.	0 11 4
Mal or 3rd do. do.	0 6 3
At or upland	0 1 4
Earebha or sugarcane land	1 8 4
Bari or garden	0 13 6

“These rates would be considered ridiculously low in the ordinary Bihar or Bengal district. The average assessment works out to only 6 annas 4 pies per acre. With it may be compared Rs. 4-5-4 per acre in Saran, Re. 1-14-7 per acre in Champaran, Rs. 3-12-4 per acre in Darbhanga, Rs. 3-13-5 per acre in Muzaffarpur, and Rs. 2-15-0 in North Monghyr.”

CHAPTER XI.

The present Operations.

44.—*Survey and Record-writing.*—The patwaris took traces from Mr. Dewar's maps for the purpose of their maintenance work, and as early as 1908 it was noticed that the patwaris' traces had become inaccurate. In February 1909 the Director of Land Records, Bengal, Mr. (afterwards Sir Hugh) McPherson, inspected the maintenance work at Sambalpur and in the course of his inspection note remarked—"The divergence that exists between the Patwaris' traces and the original maps has apparently been increased by the expansion and contraction of the tracing cloth used for the traces. The expansion is usually lateral and the contraction vertical".

The same defect was noticed and examined at length by Mr. John Reid, Director of Land Records, during his visit to Sambalpur in February 1914. In the course of his inspection note he observed with reference to the Patwaris traces :—

"The stretching is evidently due to the effects of heat and the daily unrolling of the traces by the patwaris. The fact appeared to be that the original maps were good, but the stretching of the traces made from them that are used by the Patwaris has rendered the latter unfit to be used in an accurate survey. It follows from what has been said that the patwaris' traces cannot be used as the basis of a revision settlement. Neither can the maps stored in the office, as they are too old and out of date, while they cannot be reproduced by the Vandyke process.....I propose the following solution of the dilemma for the Deputy Commissioner's consideration :—

"The Traverse Department will supply new sheets on sectional paper with the traverse stations accurately plotted on them from the traverse data. Patwaris cannot obviously prepare new maps for the whole area in one year : but there is no reason why they should not prepare a *denovo* map and record of, say, one fifth of their circles every year on the sheets supplied by the Traverse Department. In five years there would be thus an up-to-date map of the whole of Sambalpur, and the cost of the revision of Land Revenue in 1920 would be reduced to very small dimensions. These new maps should be stored in Bihar and Orissa Drawing Office, Vandyke copies being reproduced for use by the Patwaris. If the Deputy Commissioner agrees, I should like to see this scheme inaugurated next cold weather and I should be willing to send a special officer to inspect from time to time, to aid the local staff, and even to pass the maps."

This proposal was finally adopted with some elaboration and at the beginning of the cold weather of 1914 the whole of the Patwari staff was concentrated in the vicinity of Sambalpur where they were given a training in the proper method of cadastral survey including the inking and the drawing of maps. Mr. F. H. Alderson, Sub-Deputy Collector, who had had considerable experience of survey work, was placed in charge of the operations. Maps of 224 villages, covering an area of 224 square miles, and records of 196 villages were prepared during the first field season. In April 1915 Mr. Alderson made over charge to Babu Indrabilas Mukherji, who was appointed permanent Superintendent of Land Records. Some difficulty was experienced in the beginning because the patwaris were slow to learn ; but afterwards they improved rapidly and their work was quite satisfactory. In January 1916 Mr. Reid inspected the Patwaris' survey work in six villages and remarked in his inspection note :—

"I partialled the survey with the Superintendent in several villages, and found the survey invariably good. As a consequence I have had to revise considerably my ideas of the capacity of Patwaris and of what they can be got to do if they are once properly trained. The maps are undoubtedly first class and the patwaris are now taking a good deal of interest in their work and are quite keen to have the survey tested."

After the first field season the patwaris went back to their circles where they continued the work of survey and record writing. By the middle of 1920 the survey and record writing for the whole district was completed, the following papers being prepared for each village :—

1. Map.
2. Khasra.
3. Jamabandi [or Khatian].
4. Milan Khasra—Jinswar—Goshwara.

No disputes of any kind were entertained. Where the possession of a field was disputed the Patwari made a note in the *yad-dasht* and entered the names of both parties to the dispute in the khasra in pencil, leaving the matter to be decided at attestation.

46. *Attestation*.—It was proposed to post a Settlement Officer to the district in July 1921, and to start four attestation camps in the following November. There was however, some delay in the arrangements and the Settlement Officer, Mr. H. McPherson, Deputy Collector, did not join the district till the middle of October 1921. The Government notification directing the commencement of the revision settlement operations was issued on the 19th November 1921. Owing to the delay thus caused the attestation camps could not be opened till the 2nd January 1922. In some camps some opposition on the part of the villagers led by the gaontias was encountered which had its inspiration from the non-co-operation movement. But this was overcome without any serious trouble and the work proceeded smoothly after that. Following the old Central Provinces procedure the work of the season was divided into the following stages :—

- (1) Map correction.
- (2) Inspector's attestation.
- (3) Assistant Settlement Officer's attestation.
- (4) Settlement Officer's inspection.

As the procedure is not familiar in this province a brief description of the different stages would be of interest.

(1) *Map correction*.—A party of patwaris was sent in advance of the attesting inspector to survey new cultivation and alterations of fields and generally to bring the map up-to-date. It was, however, found that the patwaris were not doing the work properly and as the attesting inspector had to go over each plot again the duplication of work was considered quite unnecessary. It was accordingly decided towards the close of the season to do away with preliminary map correction and make the attesting inspector correct the map as well as attest the record.

(2) *Inspector's attestation*.—The attesting inspector, generally a senior patwari, was required to go round the fields with the khasra and map in hand and check the map and all the entries in the khasra in respect of every plot in the village. The inspector was required to keep two members of the village punch with him for consultation in case of doubt regarding the classification of any plot. After the field work each day the Jamabandi or Khatian was corrected by the inspector and at the end all the village papers, viz., list of improvements, irrigation statement, list of *siwai* or miscellaneous income of landlords, notes for the *wajib-ul-arz* or village administration paper, etc., were completed. The inspector was given two patwaris to assist him in his work.

(3) *Assistant Settlement Officer's attestation*.—The Assistant Settlement Officer was required to visit every village before attesting its record. He had to check 20 per cent. of the total number of plots in a village on the spot. This percentage was afterwards found to be unworkable as it caused great delay in the Assistant Settlement Officer's progress ; so it was reduced to 5 per cent., but he was given a checker, generally a senior Revenue Inspector, to

check another 15 per cent. of the total number of plots and put up his *badar* lists to the Assistant Settlement Officer. While in the village or on return to his camp the Assistant Settlement Officer had to decide disputes, pass orders on the improvement and encroachment lists, attest rents, classify tenants according to their economic condition, and check and pass the various statements prepared by the inspector. Finally the Assistant Settlement Officer had to write an inspection note on the village attested.

(4) *Settlement Officer's inspection.*—Under article 176 of the Central Provinces Settlement Code, a collection of executive instructions and orders, the Settlement Officer had to inspect every village after the Assistant Settlement Officer's attestation and before assessment, mainly with the object of checking the grouping of the villages into assessment groups. As it was decided afterwards not to pay any attention to groups in making the assessment the Settlement Officer's inspection of villages was considerably modified. This will be described later on in connection with the modification of the settlement procedure.

46. *Recess work.*—Recess work was started on the 1st June 1922 in the Tahsil building which was used as the Settlement Office. For the accommodation of the large staff working in recess a temporary shed was erected at a cost of about Rs. 2,400.

The work done during recess fell into the following sections:—(1) Area check, (2) Check of record or *janch*, (3) Safai, (4) Moaina, (5) Bala, (6) Drawing and (7) Statistical or Assessment Branch.

The progress in the beginning both in field and recess work was slow owing to the inexperience of the patwaris and it took some time to train them properly and exact the required outturn of work from them. In the second field season I found the patwaris' field work, generally speaking, quite good. But in recess work—in the *janch* and *moaina* of the records—they were very weak and till the last they failed to come up in this respect to the standard of efficiency of the Bihar or Chota Nagpur attestation munsarims.

47. *Land classification.*—Cultivated land is classified in this district according to position and also according to the irrigation (*pani*) or village drainages (*khari*) received. Mr. Dewar had the following 30 classes:—

	Factors.			
Bahal I Khari Pani	38
„ I Khari	34
„ I Pani	31
„ I Ordinary	29
Bahal II Khari Pani	32
„ II Khari	23
„ II Pani	28
„ II Ordinary	28
Berna I Khari Pani	27
„ I Khari	24
„ I Pani	24
„ I Ordinary	19
Berna II Khari Pani	25
„ II Khari	21
„ II Pani	21
„ II Ordinary	16
Mal Saman Khari Pani	20
„ „ Khari	17
„ „ Pani	17

					Factors.
Mal Saman Ordinary	...	...	...	...	10
Mal Tikra Khari	...	...	...	...	11
„ „ Ordinary	...	...	...	...	7
Bari Khari Pani	...	...	...	...	25
„ Khari	...	...	...	...	20
„ Pani	...	...	...	...	20
Bari	...	...	...	...	10
Barcha	...	...	...	...	38
Barcha Khari	...	...	...	...	50
At	...	...	...	...	2
At khari	...	...	...	...	4

For the open tract of the Borasambar zamindari in the Bargarh tahsil and for all the zamindaris of the Sambalpur tahsil Mr. Dewar adopted a much simpler scale of classification, viz., the following nine classes only :—

Bahal Pani.
Bahal.
Berna Pani.
Berna.
Mal Pani.
Mal.
Barchha.
Bari.
At.

In March 1921 the Director of Land Records (Mr. E. L. Tanner, I.C.S.) inspected the Land Records Department to see what preliminary arrangements were necessary prior to beginning the revision settlement. In his inspection note he wrote as follows regarding the land classification of the district :—

“The question which the settlement officer will have to devote his first attention to is whether this elaborate classification is necessary or not. *Prima facie* as Mr. Reid pointed out, it is not, and probably a sufficiently accurate settlement of rent could be made by adhering to the nine main classes only. The one argument against this reduction, and if true it is a very strong one, is that the classification is well understood by the people and it will be far easier to get the settlement through amicably if it is followed, than if we take on ourselves the burden of having to explain a new system. The point is one that can only be decided by local enquiry and discussion with people knowing the district and as I say should be dealt with by the settlement officer as soon as he joins.”

Mr. H. McPherson joined the district as settlement officer on the 18th October 1921. On the 4th November 1921 he recorded the following note in his diary :—

“Have had a number of crop-cutting experiments made and enquiries regarding classification. I have taken short runs out from Sambalpur and have questioned the cultivators; also met a number of educated men and questioned them regarding classification. All appeared to understand and appreciate the present classification (Dewar's) and none desired a change. The enquiries made by the Assistant Settlement Officers also go to show this. Further I find that numerous revenue cases have been filed wherein the complaint is with regard to classification. I have also consulted some records and they show that almost invariably the best classes of lands—the best position classes—are held by the proprietors and well to do raiyats. Any enhancement made will, if the present classification is maintained, be borne mainly by these persons and they are best able to bear an enhancement. If the sub-classes were done away with these persons would alone benefit and at the expense of the poorer raiyats. Taking everything into consideration I propose to maintain the present system.”

Accordingly the first season's attestation was done on the classification made at Khanapuri following Mr. Dewar's classification and the preliminary assessment report for the khalsa portion of the Bargarh tahsil was submitted before I took charge from Mr. McPherson at the end of July 1922. The question of making any change in the system of classification was not taken up by me and the settlement was concluded on the basis of the elaborate land classification described above. While I acknowledge the force of the arguments advanced by Mr. McPherson in the extract given above I am nevertheless not quite convinced that the elaborate classification of last settlement was absolutely necessary for the purpose of the present revision. It is obvious that under the system of position classification which obtains in Sambalpur the more numerous the classes the more equitable (at least theoretically) will be the adjustment of rent pressure on different plots. But to carry this argument to its logical conclusion it would be necessary, for instance, to divide a stretch of Bahal fields, lying one below another, into probably ten different classes, strictly according to their position. It is also possible on the same line of argument to contend that for an absolutely equitable rent settlement of a holding it is necessary to settle the rent of each plot comprised in it separately after ascertaining its productive capacity. But to come back to a practical view of the matter it seems to me that if three or four classes of rice land are considered sufficient for the purpose of a satisfactory rent settlement in the districts of Chota Nagpur and in the Santal Parganas, parts of which resemble very much the configuration of this district, there is no cogent reason why the nine main classes, adopted for certain zamindaris in this district as stated above, should not do for the whole district at the next revision.

48. Another question for decision at the next revision will be the necessity of reclassifying the old fields. Since last settlement considerable activity has been displayed by cultivators in improving their lands by deepening the fields and providing additional irrigation facilities. I selected eight big villages in the two tahsils for making a detailed examination of the increase in the number of soil units due to the improvement of classification since last settlement and extension of cultivation respectively, and I give the results below:—

Name of village.	Increase due to improvement of classification.		Increase due to new cultivation.	
	Soil units.	Deducted rent.	Soil units.	Deducted rent.
1	2	3	4	5
		Rs. as. p.		Rs. as. p.
Rampella	9,545	477 4 0	1,577	1 79 0 0
Ramella	5,156	193 6 0	1,517	57 4 0 0
Laira	801	35 1 0	533	23 12 0
Tamperkella	6,715	293 13 0	5,602	245 14 0
Gaisama	6,033	377 0 0	167	10 7 0
Remenda	1,851	115 15 0	299	18 11 0
Tamparsara	2,900	157 8 0	254	14 14 0
Sankirda	5,576	313 10 0	226	13 7 0

A portion of the increase due to the improvement of classification has of course to be left out of consideration for assessment purposes on account of the improvements effected by the tenants costing Rs. 50 or more in each case. But taking the district as a whole and after allowing for the above deduction I consider that it has been quite worth while at the present revision to reclassify the old fields. The policy to be adopted at the next revision will depend upon various factors which cannot now be foreseen, but probably it will be found

desirable to have a re-classification of all the fields. It will of course be indispensable if the numerous land classes are to be reduced to nine as suggested above.

49. *Modification of Settlement Procedure.*—In Appendix I will be found the correspondence relating to the modification of the settlement procedure in Sambalpur. In February 1923, I submitted a report on the subject after returning from my visit to the Chanda Settlement in the Central Provinces. The orders which were ultimately passed by Government may be briefly summarised as follows :—

- (1) *Settlement Officer's village inspection.*—The Settlement Officer should inspect 25 per cent. of the villages in the khalsa area and 10 per cent. of the villages in the eight zamindaris which lie in the Bargarh plain, and make a general tour in the other zamindaris of the district without making any regular village inspections.
- (2) *Reports to be submitted to Government.*—The Settlement Officer should submit only the following reports :—
 1. A preliminary assessment report for each tahsil (khalsa and zamindari separately).
 2. A summarised rent rate report for each tahsil (khalsa and zamindari separately) to be submitted after the statistical work is done, on which orders are to be obtained before announcement.
 3. A district final report on which Government will confirm the settlement.

All these reports are to be submitted by the Settlement Officer to the Director of Land Records and Surveys. The preliminary report has to be considered by a board of officials and non-officials presided over by the Commissioner of the Division before its submission to the Director, and a copy of the summarised rent rate report will be submitted to the Commissioner simultaneously with its submission to the Director for any opinion the Commissioner may wish to express to the Board of Revenue.

(3) *Working of the Statistical Branch.*—The raiyatwari abstract described in Article 176(3) of the Central Provinces Settlement Code is to be discontinued and the necessary calculations made on the working or attestation khatian by the addition of 4 columns showing (1) the number of soil units in the holding, (2) the soil unit rate, (3) the deduced rent and (4) the proposed rent.

50. *Tenants.*—The class of absolute occupancy tenants mentioned in the Central Provinces Tenancy Act is not found in this district. All the tenants holding land of a landlord are occupancy tenants (called here *maurusu* tenants) and occupancy rights accrue from the moment land is settled with a tenant. Occupancy rights do not accrue in bhogra and *sir* lands, but if a zamindar transfers his proprietary right in a village he becomes an occupancy tenant of the *sir* lands of that village unless he has obtained the sanction of the Board of Revenue to transfer the *sir* lands without reservation of his right of occupancy. If a tenant is allowed to cultivate *sir* or bhogra land he becomes an ordinary tenant in respect of such land, but following the practice of last settlement tenants found in bhogra and *sir* lands have been recorded in the column for sub-tenants. Tenants holding land of another tenant are called sub-tenants or *shikmi* tenants and are supposed to hold on an annual basis.

There is another class of tenants who are described as village service tenants in Chapter V of the Tenancy Act. They include all kinds of village servants, such as Jhankars, Gandas, Narihas, etc. They are merely village service-holders and it is dignifying their position unduly to call them village service tenants. In the new Central Provinces Tenancy Act of 1920 they are called village servants.

In zamindari (or malguzari) villages lands other than *sir* which are cultivated by the zamindar (or malguzar) or his thikadar are called khudkasht. Occupancy rights accrue in these lands immediately they are settled with an occupancy tenant.

In Khalsa gaontiai villages lands other than bhogra cultivated by the lambardar gaontia who is the landlord of the village are called gaontiai raiyati. Occupancy rights accrue in them in the same manner as in khud-kasht lands. Lands other than bhogra cultivated by co-sharer gaontias are for all practical purposes maurusi lands and if they are let to another tenant the latter becomes a sub-tenant.

Numerous cases were found where *sir* or bhogra land was transferred permanently (*chirasthai*) and there were documents showing the permanent nature of the transfers. In these cases the transferee was entered in the remarks column with particulars of the documents.

The areas held by the different classes of tenants are given in the abstract of records-of-rights in Appendix F.

51. *Total numbers of plots and holdings.*—The following table compares the total numbers of plots and holdings as at last settlement and at present :—

Name of Tahsil.	Total number of plots.		Total no. of holdings all kinds.	
	At last settlement.	At present.	At last Settlement.	At present.
1	2	3	4	5
Bargarh Khalsa ... ..	...	616,940	25,731	30,185
„ Zamindaris ... ..	...	490,753	19,415	24,650
Total of Bargarh Tahsil ...	645,969	1,107,693	45,146	54,835
Sadr khalsa ... ..	...	578,429	26,138	30,394
„ Zamindaris ... ..	...	285,446	11,471	14,767
Total of Sadr Tahsil ...	564,049	863,875	37,609	45,161
Grand Total of the district ...	1,210,018	1,971,568	82,755	99,996

At present the number of plots per square mile is 629 and the average area of a plot is 1.02 acres. The average area of an occupancy holding is 11.5 acres.

52. *Improvements made by tenants in their holdings.*—Following the practice of the last settlement improvements of land effected by the tenants costing Rs. 50 or over were enquired into on a claim being preferred at the attestation stage, and if proved, these improvements were recommended by the attestation officers for exemption. That is to say in calculating the total number of soil units in the holding for the purpose of applying the sanctioned rate of rent the lands thus improved were treated as belonging to their old classification before such improvements. At the meeting of the Board held at Sambalpur on the 3rd July 1924 to consider the preliminary report on the assessment of the Sambalpur Tahsil (khalsa area) the two non-official members declared that owing to the ignorance and apathy of the tenants many substantial improvements were not claimed and registered, and they suggested that a fresh enquiry on this point should be made. I explained that the

raiyats in general knew the rule very well and I gave figures showing that such claims were made in practically every village where improvements had been made and I undertook to furnish the members of the Board with a statement showing the number of such claims put in in any two thanas selected by the non-official members. They selected the Sambalpur and Mundher thanas. I had statements prepared accordingly for these two thanas and they showed that—

- (1) Out of 104 villages of Sambalpur thana improvements were claimed in 66 villages. Of the remaining 38 villages 19 are merely small hamlets consisting of a few plots only round about Sambalpur town. Excluding these 19 villages it was found that improvements were claimed in 80 per cent. of the villages of this thana.
- (2) Out of the 84 villages of Mundher thana 31 are mere jungle clearings in which hardly any improvements can be expected except reclamations of waste lands. Out of the remaining 53 villages improvements were claimed in 27 villages. It appeared during the examination of the question that in 10 villages in this area petitions were presented by tenants to the Attestation Officer praying that their improvements might be enquired into and recorded. This showed that the tenants were not ignorant of the procedure for recording improvements. Mundher thana consists mostly of jungly villages where reclaimable waste land is plentiful and the tenant generally concentrates his attention on the reclamation of the waste land rather than on the improvement of his existing fields. It is usually in fully developed villages where there is no more waste land to be broken that the tenant tries to improve his holding in order to get the utmost out of the lands he has got.

The *notunabad* (new reclamation) figures of Mundher thana fully bore this out. Out of a total cultivated area of 37,650 acres, 8,186 acres or 22 per cent. was new reclamation.

Another concession in favour of the tenants at this settlement, which was not made at any previous settlement, was in regard to waste land converted into rice field since last settlement. When assessment work was first started in office in 1923, it was found that in a number of cases the Attestation Officers had recommended for favourable treatment at the time of assessment large reclamations from waste carried out by tenants at substantial cost since last settlement. For instance, in village Keshripali in Bargarh tahsil the Attestation Officer found that a tenant had reclaimed about 6 acres of waste land at a cost Rs. 300 and converted it into *bahal*, *berna* and *malsaman*, and he recommended that this outlay of the tenant should receive some consideration at the time of assessment. I felt some sympathy with the recommendation in these cases in view of the fact that if the lands in question had been, say, *maltikra* instead of waste and had been improved into any higher class they would all be assessed at the *maltikra* rate under the rules. I therefore ordered that in such cases waste land converted into rice field of a class higher than *maltikra* should be assessed at the rate fixed for the next lower class.

The procedure was subsequently approved by the Director of Land Records and Surveys.

53. *Gramya jungle (reserved grazing ground)*.—The total area of the district is 3,824 square miles including Government reserved forests and zamindari unsurveyed forests. At last settlement a total area of 52,110 acres was recorded as *gramya jungle* (reserved grazing ground not to be occupied for cultivation) in khalsa gaontiai villages. During the present revision additional areas of *gramya jungle* have been recorded in khalsa gaontiai villages, wherever possible, and in zamindari and malguzari villages also sufficient areas of *gramya jungle* have been reserved (for the first time) with the consent of the zamindar (or malguzar), the thikadar and the tenants concerned. The total area of grazing ground now reserved in the whole district is 161,579 acres, or

8 per cent. of the total area of the district excluding the Government and zamindari forest reserves. Except in certain parts of the Bargarh plain and a few other small tracts which are very fully cultivated and where hardly any waste land is left, the pasturage now available in the district is amply sufficient for the needs of the local cattle. In addition to the reserved grazing ground there is the gochar or waste area of the village which is available both for grazing and for extension of cultivation. The cattle also graze on the village fields after the crops are harvested, and large owners of cattle send their herds to the Government reserved forests for grazing chiefly in the rainy season when the crops are in the fields. The position regarding pasturage for cattle can thus be said to be much more satisfactory in this district than in many other districts of the province.

54. *Encroachments on communal lands, etc.*—In every village record will be found an *annyakasht* khatian or khatian of unauthorized cultivation showing plot number, the area cultivated and in the remarks column, particulars of the unauthorized cultivator and the nature of cultivation. The object is that when the Deputy Commissioner has got the records he will take steps to eject the trespassers. The areas shown in the *annyakasht* khatian have not been included in the trespassers' raiyati holdings and no rent has been assessed on them. As regards the powers of the Settlement Officer to deal with such cases of encroachment during the preparation of the record-of-rights the following extract from a letter from the Board of Revenue to the Director of Land Records will be of interest :—

“The Board does not think that any special powers for the Settlement Officer, Sambalpur, are required. The relevant clause of the *wajib-ul-arz* is IV (1) the latter part of which runs :—

“The following plot numbers are reserved as grazing and forest lands :—

* * * * *

They shall not be occupied by any one without the special permission of the Deputy Commissioner.

“The procedure as the Board understands it is that it rests with the Settlement staff to record the plots to be reserved and all that seems to be needed is an approval of the omission from these plots of encroachments which the Settlement staff has condoned. This will be effected automatically as the encroachments will presumably receive fresh plot numbers, and the areas of the reserved plots will be recorded after excluding these new plot numbers ; encroachments that are not condoned will continue to be included in the plots in the reserved list and it will be for the Deputy Commissioner to take action in cases in which his special permission has not been obtained.

“The Board accordingly approves the procedure described above. It seems a question, however, whether the Deputy Commissioner ought not to have some special powers under the Land Revenue Act, when it is revised, to deal with encroachments not condoned and I am to suggest this point for your consideration.”

55. *Appeals.*—The total number of appeals preferred to the Settlement Officer under section 31 of the Central Provinces Land Revenue Act, 1881, against the orders of the Assistant Settlement Officers was 2,394, of which 424 were allowed and the rest disallowed or struck off.

56. *Transfers of bhogra and raiyati lands.*—Statistics were collected during attestation to ascertain the areas of bhogra and raiyati lands which had changed

hands during the preceding 10 years. The following table shows the result of the enquiries made :—

Name of Tahsil.	Bhogra area transferred.	Occupancy area transferred.	Total area transferred.
1	2	3	4
	Acres.	Acres.	Acres.
Bargarh Khalsa	2625.81	18098.88	20724.69
Bargarh Zamindari	1596.77	26032.65	27629.42
Sadr Khalsa	3169.21	9442.53	12611.74
Sadr Zamindari	932.18	7137.06	8069.24

The total cultivated area of the district is 1,325,004 acres, out of which 69,035 acres or 5 per cent. has changed hands during the last 10 years.

57. Exchanges of land, between landlord and tenant and between tenant and tenant, were commonly found and were noted in the remarks column of the khatian against the plots concerned without actually transferring the plots from one holding to the other. Sales of raiyati land are sometimes made under the disguise of an exchange. One such case was detected in the malguzari village Banhar in the Bargarh Tahsil, where a tenant had purchased 1.61 acres of second class irrigated bahal and 1.15 acres of second class irrigated berna from another tenant and in addition to paying a money consideration had given him 2.38 acres of ordinary *af* and 1.14 acres of ordinary *malkra* out of his own holding to cultivate in exchange. The landlord objected to the exchange being noted at attestation but the Assistant Settlement Officer disallowed the objection as the tenants concerned were actually cultivating each other's lands according to the exchange and the fact of possession had to be recorded. The landlord then approached the Deputy Commissioner to set aside the transfer but afterwards he withdrew his application and the note of the exchange stands in the records.

58. The practice of joint cultivation of sugarcane in a common village *barchha* has practically died out. It survives only in two or three villages in the district, where all the tenants jointly grow sugarcane in the common *barchha* in alternate years without any payment and the landlord grows *mung* on them in between. The common *barchha* was recorded in the *Sir khata* and the particulars of cultivation noted in the remarks column.

CHAPTER XII.

Rent Settlement

59. *System of rent settlement.*—The soil unit system :—The soil unit system involves “ the reduction of the area of each holding to a common denomination by multiplying the area of each class of land comprised in the holding by a figure representing its relative productiveness.” This figure is called the soil factor. Its scale which is given in paragraph 47 above is fixed according to the relative productiveness of the different classes of land. The sum obtained by the process described above gives the total number of “ soil units ” contained in the holding and the deduced rent of the holding is found by multiplying the total number of units by the unit rate sanctioned for the village. The soil unit rate which is generally a fraction of an anna is expressed in decimal notation.

The scale of factors given in paragraph 47 above is the scale which was sanctioned for Mr. Dewar's settlement. My predecessor, Mr. H. McPherson, made enquiries regarding the productiveness of the different classes of land before submitting his preliminary report for Bargarh khalsa. He found that Mr. Dewar's figures of outturn held good to this day and this was “ also confirmed by the statements of cultivators that there has been no falling off in the productiveness of the soil ”. He accordingly proposed to adopt Mr. Dewar's scale of factors and this was sanctioned by the Board.

In the preliminary report which I submitted for the assessment of Sambalpur Tahsil (khalsa) I wrote as follows :—

“ When submitting his preliminary report on the assessment of the Sambalpur Tahsil Mr. Dewar remarked that the general prosperity and fertility of the Sambalpur Tahsil was higher than that of Bargarh and on this ground he justified an enhancement of 32 per cent. in this Tahsil as compared with 28 per cent. in Bargarh. I think the fertility of the soil is now on the whole about equal in both the Tahsils.

“ The crop-cutting experiments made in the two Tahsils give the following average outturns for the different classes of rice lands :—

	Bargarh.	Sambalpur.
1	2	3
	Maunds.	Maunds.
Bahal	24½	22½
Berna	20	20½
Mal	17	17

“ The slight difference in the outturn for Bahal is due to the early cessation of the rains in 1923 in which year the experiments in Sambalpur Tahsil were made. It should also be noted that the figures for mal in the above statement relate only to malsaman lands and do not include maltikra crops which are invariably cut away before the camps start work. To remove this defect in the statistics 11 experiments in maltikra crops were specially made in the Sambalpur Tahsil in the beginning of October 1923 and the average outturn was found to be 9 maunds 36 seers.

“ The above outturns are practically the same as those found by Mr. Dewar at last settlement ”

Accordingly I saw no reason to make any change in Mr. Dewar's scale of factors which I proposed to adopt for the Sambalpur Tahsil also and my proposal was sanctioned.

The same scale of factors was also adopted in the eight zamindaris of the Bargarh plain which were treated exactly like the khalsa groups. For the Borasambar zamindari in the Bargarh Tahsil and for all the zamindaris of the Sambalpur Tahsil I adopted Mr. Dewar's scale of factors as given below :—

Land class.					Factors.
Bahal Pani	...	...	...	...	30
Bahal	...	...	...	...	24
Berna Pani	...	...	...	...	21
Berna	...	...	...	...	16
Mal Pani	...	...	...	...	15
Mal	...	...	...	...	8
At	...	...	...	...	2
Barchha	...	...	...	...	30
Bari	...	...	...	...	20

60. *Method of enhancement.*—Mr. McPherson in his preliminary report for Bargarh Khalsa proposed to enhance the existing rates of rent by 25 per cent., and he anticipated a net enhancement of between 27 and 30 per cent. of the raiyati rentals as the result of the resettlement. His proposals were sanctioned by the Board of Revenue. When I started the assessment work in accordance with these proposals I was faced with certain difficulties. I took up the Tamparsara group consisting of 34 villages for a trial assessment. The rates sanctioned at last settlement for the villages of this group ranged from '55 to '90 by differences of '05. I had received instructions to bring the village rates within a closer range and to reduce the number of different rates in one group. I accordingly fixed a scale of rates for the villages of this group (after making a 25 per cent. enhancement) ranging from '70 to '1'10 by differences of '10. To maintain this progression the enhanced rate had to be further enhanced in 18 villages and reduced in 9 villages. The application of these rates to all the villages of the group resulted in a total enhancement of 38 per cent. of the raiyati rentals, ranging from 25 per cent. in village Kultatukra to as high as 65 per cent. in Kumelsingha. In 27 villages out of 34 the enhancement was more than 30 per cent. of the existing rentals.

As I was not sure whether such high enhancements would be sanctioned by Government I also made an experimental assessment of all the villages of this group by enhancing the existing rent pressure—obtained by dividing the existing total rents by the total soil units of the rented area—by 25 per cent. and applying the resultant rate. By this method the total enhancement in the group came to 25 per cent. and in individual villages it ranged from 20 per cent. to 37 per cent. I did not consider that this gave on the whole the full enhancement which Government might reasonably expect on the basis of the proposals made in the preliminary report. I therefore referred the matter for orders and stated that the prevailing rents in this district were so low that the question of what enhancement Government should take at this resettlement was not so much an economic as a political question. I also stated that I proposed to assess to rent the classified old fallow area included in the holdings as I saw no valid reason for allowing tenants to retain in their holdings considerable areas free of rent.

A conference was held at Ranchi to discuss the questions referred by me, and there were further discussions after the conference. I give in appendix J selections from the papers of this discussion and I consider that the note of the Hon'ble Sir Hugh McPherson, Revenue Member of the Government, is a very important document which should be carefully studied before proposals for the next revision settlement are formulated.

Ultimately I received officially the following instructions for the assessment of the Khalsa groups of the Bargarh Tahsil :—

- (i) " Old fallow in the occupation of the raiyats will be assessed at the lowest rate for " at " unless the land has been classified in a higher class, in which case the rate for that class should be imposed.
- (ii) "The soil unit rates given in column 2 of the statement below will be applied to the villages whose soil unit rate in the previous settlement was that given in column 1 :—

Previous settlement soil unit rate.							New soil unit rate.
1							2
Rs.							Rs.
25	...	...	...	...	...	...	50
30	...	...	...	...	...	...
35	...	...	...	..	...	...
40	...	...	...	...	...	...	60
45	...	...	...	...	...	...
50	...	...	...	...	...	...	70
55	...	...	...	...	...	...
60	...	...	...	...	...	...	80
65	...	...	...	...	...	...
70	...	...	...	...	...	...	90
75	...	...	...	...	...	...
80	...	...	...	...	...	...	100
85	...	...	...	...	...	...
90	...	...	...	...	...	...
95	...	...	...	...	...	...
100	...	...	...	...	...	...

The deduced rents will be calculated in the usual way by applying in each village the appropriate soil unit rate given in column 2. In order to avoid excessive enhancement in the case of individual raiyats, the following rule will be applied without distinction to all classes of raiyats and also to the assessment of gaontia's raiyati lands :

"Enhance up to 25 per cent. of the existing rent without any abatement but where the deduced rent exceeds the existing rent by more than 25 per cent. allow an abatement equal to half the difference between the deduced rent and the existing rent enhanced by 25 per cent. In this rule the deduced rent means the whole deduced rent including that for new cultivation and without any deduction for improvements. If it is found that the abatement given in this rule exceeds the abatement which would have been made for a recorded

improvement no further abatement for such an improvement should be made. If, however, the proposed abatement for a recorded improvement exceeds the abatement calculated on the rule the abatement for improvement should be taken in the place of that calculated on the rule.

"Existing rents even if they exceed deduced rents should not be reduced except where there has been an appreciable diminution in the area of the holding."

Under subsequent orders the same principles were applied in the assessment of the Khalsa groups of the Sambalpur Tahsil.

A calculation was made to ascertain the exact result of the enhancement of the unit rates in the manner described above in the Khalsa portion of the Bargarh Tahsil and it was found that on the whole the enhancement of rates amounted to 23 per cent. only, although the extension of cultivation and the improvement of classification helped to raise the percentage of the total increase of rents to 40. I give the calculation below :—

Rate.	Number of villages.	Weight in 100 acres.	Product of rate and weight.
·50	66	269	13,450
·60	91	414	28,640
·70	132	771	53,970
·80	52	342	27,360
·90	90	776	69,840
·100	76	536	53,600
	507	3,138	2,44,860

Average rate ·7,804.

Calculated in the same way the average rate of Bargarh khalsa at last settlement was ·6,345.

The difference is ·1,459 which is about 23 per cent. In appendix A will be found a comparative statement of the revenue demand for the khalsa. It will be seen that the increase has amounted to 43 per cent. in Bargarh khalsa and only 35 per cent. in Sadr khalsa. This is due to the fact that there are no villages in Sadr khalsa with unit rates of ·25 and ·30 enhanceable to ·50, and the proportion of villages with high unit rates (yielding low enhancements) is larger in Sadr khalsa than in Bargarh khalsa. The actual revenue demand of the whole khalsa increased by Rs. 70,035. Considering the rent settlement as a whole and the manner in which it has been received by the people there can be no doubt that the policy initiated by Sir Hugh McPherson of cutting down the excessive differentiation of the old system by reducing the number of different village rates and ignoring the elaborate classification of tenants has been amply justified by results. Details of the assessment will be found in Appendix G.

61. *Siwai in the khalsa.*—In making the assessment of khalsa goantiai villages I had to consider whether any account should be taken of the trade in *kendu* leaves and the income from the sale of *tari*, *singharas* etc. I reproduce below the reference which I made to the Director of Land Records on the subject :—

"I have the honour to address you on the subject of the trade in *kendu* leaves carried on by gaontias of khalsa villages in the Sambalpur Tahsil of this district, in connection with the assessment now being made. These leaves which are used in the manufacture of *bidis* are plucked from the *kendu* shrubs growing on bhogra and raiyati lands and also on the village forest and waste lands. They are gathered by contractors both in the khalsa and zamindari areas and exported to *bidi* manufacturing centres, and the trade which has already become one of the most important in the district is growing by leaps and bounds.

"So far as the khalsa gaontiai villages are concerned the village forests and waste lands in them have all been declared to be protected forests and under the Sambalpur Protected Forest Rules the taking of any forest produce for 'sale, gift or barter' is expressly prohibited. The last settlement wajib-ul-arz also prohibits such sale. The question came up before Mr. Inglis, Deputy Commissioner, in 1919 on an application for a monopoly lease for *kendu* leaves in certain khalsa gaontiai villages. Mr. Inglis refused the application and decided not to interfere in the matter. I have consulted the present Deputy Commissioner who is doubtful whether any kind of intervention by Government is feasible.

"The question which I desire to refer for orders is whether any account of this trade should be taken in making the assessment on the gaontias. Enquiries were made by the Attestation Officers but owing to the absence of documents and the difficulty of obtaining reliable oral evidence actual figures of the gaontias' income from this source could be ascertained only in a very few villages. Even in these few villages there is difficulty in ascertaining the exact proportion of the sale proceeds relating to the village forests and waste lands which alone would be assessable. For these reasons I beg to recommend that no account be taken of this trade in the assessment now being made, but that the matter be left to be dealt with by the local officers under the Protected Forest Rules, if considered advisable hereafter. It seems to me that some rules framed under section 31 (c) and (d) of the Indian Forest Act would provide a much more satisfactory machinery for dealing with this growing trade than a revenue assessment which is made for 20 years.

"In addition to the trade in *Kendu* leaves the gaontias of a few villages derive an insignificant income from the sale of *tari*, *singharas*, etc., which I propose to ignore as was done at last settlement."

The Director of Land Records agreed with me that "no account be taken of the trade in *Kendu* leaves in the assessment now being made, and that the matter be left to be dealt with by the local officers under the Protected Forest Rules." This was accordingly done.

62. *Rents paid by shikmi tenants.*—The rents paid by the *shikmi* (or sub) tenants as compared with the rents paid by the tenants to Government showed the same disparity as was found at last settlement. This disparity was brought to my notice at the first visit which I paid to a village in the interior after joining the district, namely, village Saranda (Tahsil Bargarh) where I found a raiyat paying less than Rs. 5 rent for a block of lands for which he was getting Rs. 50 rent from his sub-tenant. The following table shows the rents paid by sub-tenants in the Khalsa portion of the district :—

Name of Tahsil.	No. of shikmi tenants in mauzai holdings.	Area held by shikmi tenants.	Total rents paid by shikmi tenants.	Average rent per acre paid by shikmi tenants.	Average rent per acre paid by tenants.
1	2	3	4	5	6
		Aores.	Rs a p.	Rs. a. p.	Rs. a. p.
Bargarh Khalsa	6059	6921.87	10,960 10 6	1 13 7	0 8 9
Sadr Khalsa	2420	2954.72	7,193 13 7	2 6 11	0 8 6

63.—*Rent assessment in the zamindaris.*—

(a) *Zamindaris of the Bargarh Tahsil.*—In my preliminary report for the assessment of the Bargarh zamindaris I proposed (as was done at last settlement) to treat the eight smaller zamindaris—viz., Barpali, Bijepur, Ghes, Mundomohal, Patkulunda, Bheden, Paharsirgida and Kharsal—exactly in the same way as the Khalsa groups of Bargarh Tahsil, and this proposal was sanctioned.

But the conditions in the Borasambar zamindari were entirely different. At the last settlement Mr. Dewar selected 157 villages of this zamindari situated in a compact block in its eastern part for regular settlement, only reducing the land classes from 30 [as in the Khalsa] to the following nine:—

Bahal Pani—Bahal—Berna Pani—Berna—Mal Pani—Mal—At—Barchha—Bari.

In these villages he enhanced the rents. In the remaining villages he made a summary settlement making no enhancement of rents. Rents in these backward villages were never authoritatively fixed. "They grew up" (to quote Mr. Dewar) "in a very haphazard way owing chiefly to the zamindar's habit of taking occasional lump sums or presents or payments in kind".

The Khanapuri figures of occupied area in this zamindari showed that while the increase in the regularly settled villages was 13·9 per cent. the increase in the western tract was as high as 44·4 per cent. With the rapid advance made by the western tract the necessity for the different treatment accorded to it by Mr. Dewar seemed to have largely disappeared, and I proposed to treat both the tracts in the regular way so far as the method of assessment was concerned. My proposal was as follows:—

"The cultivated lands of the entire zamindari have been classified into the nine classes enumerated above, the present incidence of rent will be calculated and the ascertained unit rate will be enhanced as decided upon and then applied to the holdings for the purpose of making the new assessment. This appears to me the only effective method of making an equitable assessment and avoiding the present uneven incidence which is such a noticeable feature of rents in the western tract.

"The rents finally settled by Mr. Dewar in these two tracts show the following incidence per acre obtained by dividing the total rents by the total rented area:—

				Rs.	a.	p.
Regularly settled villages	...	...	...	0	2	8
Summarily settled "	...	...	...	0	1	5

"In the neighbouring Khalsa group of Kurkuta the incidence is annas 4 per acre which will now be enhanced to annas 5. From my own enquiries and from the discussions which I have had with the Assistant Settlement Officers who have worked in this zamindari I am convinced that both the groups can easily bear an enhancement of 25 per cent. of the rates and I propose to make this enhancement. The incidence after enhancement will be in the eastern tract Re. 0-2-4 and in the western tract Re. 0-1-9 per acre."

This proposal was approved, but when I proceeded to make the assessment on the above basis in the western tract I met with a fresh difficulty. Mr. Dewar had valued the home farm (including sir and khudkasht lands) in these villages at three different rates—25, 30 and 35—according to the quality of the home farm. He had made no enhancement of rents and had no unit rate for the raiyati holding. When I calculated the existing pressure of the raiyati rents in these villages by the method described above (adopting the factors for the nine classes given in paragraph 59) I found as many as 53

different rates ranging from '04 to '84. In a large number of cases the raiyati rate and the home farm rate differed so widely that it was impossible to adopt one unit rate for both for the purpose of the new assessment. This was unfortunate, for the difference in the rates was purely accidental—due to the adoption of three arbitrary rates for the valuation of the home farm at last settlement—and there was hardly any difference between the quality of the home farm and of the raiyati lands in the same village to justify such wide divergence of rates. After much cogitation I evolved the following scale of unit rates for the villages of the western tract:—

Existing rent pressure.				Proposed rate.		
'04 to '15	'20.
'16 to '24	'30
'25 to '34	'40
'35 to '40	'50
'41 to '50	'60
'51 to '60	'70
'61 to '70	'80
'71 to '75	'90
'76 to '84	'100

The heaviest enhancement was in villages with existing pressures of '04 to '10. There were 42 such villages. I made a trial assessment and although there were some high enhancements in individual cases I considered that on the whole my scale of rates would be suitable. The tenants of the summary villages had escaped enhancement at all the three previous settlements and the crop cutting returns showed that the lands of those villages were in no way inferior to the lands of the regularly settled tract.

I submitted my proposals for sanction and also recommended that the hon. farm rate should be enhanced as follows—

Existing rate.				New rate.		
'25 and '30	'40
'35	'50

In recommending my proposals to the Board of Revenue the Director of Land Records observed as follows:—

“The higher rates will be enhanced by a proportion which does not differ widely from 25 per cent. But it is obvious that the very low rates will be greatly increased. The Settlement Officer has worked out the result in 42 villages where the existing rate is not more than '10 and has sent me the results for individual raiyats for nine of these. He proposes to grant the remission of half the enhancement in excess of 25 per cent. of the existing rent which has been approved by Government. The most striking enhancement is one from annas 3 to Re. '1-8-0. That holding, however, contains 221 soil units, and is thus equal to a holding of nearly $7\frac{1}{2}$ acres of first class irrigated rice land, which contains 30 soil units per acre. It can hardly be said that to assess a rent of Re. 1-8-0 on such a holding is oppressive, even though this rent is eight times the old rent. In another case it is proposed to raise a rent of Rs. 2-10-0 to Rs. 11-4-0. Here the holding contains 1,516 soil units equal to more than 50 acres of first class irrigated rice land. I do not think it is

necessary to quote further instances, but place below the results, which the proposal would bring out in the nine villages.

Name of village.	Present incidence.	Proposed rate.	Number of soil units in—		Present rent.	Full reduced amt.	Proposed rent.
			Old cultivation.	New cultivation.			
1	2	3	4	5	6	7	8
					Rs. a. p.	Rs. a. p.	Rs. a. p.
Dhau'ibalmi ...	·05	·20	1549	241	4 6 0	21 7 0	14 5 0
Loharpali ...	·04	·10	7544	1200	19 0 0	09 4 0	87 9 0
Chhelianwal ...	·5	·20	4708	511	16 13 0	65 15 0	43 15 0
Tumripazi ...	·05	·20	5113	666	33 6 0	70 15 0	56 8 0
Khatua ...	·06	·20	406	149	2 6 0	8 1 0	5 11 0
Ganjadabar ...	·06	·20	1715	316	6 0 0	25 5 0	18 12 0
Patrapali ...	·07	·20	1508	1237	8 4 0	31 11 0	22 8 0
Bramhantel ...	·07	·20	1311	745	8 12 0	25 9 0	18 9 0
Makhanamuuda ...	·08	·20	2036	1347	15 14 0	42 4 0	31 6 0
Jaypur ...	·08	·20	4251	38	22 4 0	53 6 0	43 10 0

"I consider that the proposals of the Settlement Officer are reasonable and may be accepted by the Board.

"It would be the ordinary practice to take for valuing the home farms the soil unit rate adopted for settling rents for raiyati land. The Settlement Officer, however, points out that the soil unit rate taken by Mr. Dewar for the home farms bears no relation to the rate for raiyati land deduced from existing rents. Thus in Burochhapar the former is ·25 and the latter ·60, in Singhanpur the former is ·35 and the latter ·18, Lohangir has a raiyati rate of 03 but a home farm rate of ·35, while Sulia with a raiyati rate of ·78 has a home farm rate of ·25. In no less than 103 villages out of 263 villages which have both home farm and raiyati lands, the home farm rate adopted by Mr. Dewar is already higher than the raiyati rate which will be adopted if the proposals put forward above are accepted. Again in several cases the existing home farm rate would have to be enormously enhanced to bring it up to the new raiyati rate, e.g. Sulia from ·25 to 1·00, Silatpali from ·25 to ·90 and Mundomohal from ·25 to ·80.

"The Settlement Officer writes, 'The raiyati rate and the home farm rate differ so widely that it is impossible to adopt one unit rate for the whole village for the purpose of the new assessment. This is unfortunate, for the difference in the rates is purely accidental due to the application of three arbitrary rates for the valuation of the home farm at last settlement and from what I have seen of two or three of the largest of these villages there is hardly any difference between the quality of the home farm and of the raiyati lands to justify such wide divergence of rates. I propose to adopt, so far as possible, one common rate where the two rates at present differ by ·10 or less. In cases of larger difference it seems unavoidable that there should be two rates'. He then proposes to raise the home farm rates of ·25 and ·30 to ·40 and that of ·35 to ·50.

"It is certainly anomalous that the home farm rate should not be equal or in a fixed proportion to the raiyati rate. But in the peculiar circumstances of this zamindari I agree with the Settlement Officer that the anomaly cannot be avoided. It could only be avoided either by choosing the raiyati rate without any regard to existing rents or by doing the same for the home farm

rates. The former course would, in my opinion, be unfair to the raiyats while the latter would be unfair to the zamindar and to the numerous thikadars whose rents would be settled on a valuation of the home farm lands calculated on an entirely new basis."

The Board of Revenue recommended the proposals to Government and Government approved of them.

(b) *Zamindaris of the Sambalpur Tahsil.*

There are seven zamindaris in the Sambalpur Tahsil, viz. :—

1. Rampur.
2. Rajpur.
3. Kodsabaga.
4. Machida.
5. Kolabira.
6. Laira.
7. Garbloising (with its sub-zamindari of Jojumura).

In my preliminary report I proposed to enhance the rates of rent in all the zamindaris by 25 per cent. as in the rest of the district. The range of unit rates sanctioned at last settlement for these zamindaris was .25 to .75 by differences of .05. Following the scale sanctioned for the Bargarh Tahsil I proposed to enhance these rates as follows :—

Present rates.				Proposed rates.			
.25	}50
.30				
.35				
.40				
.45	}60
.50				
.55	}70
.60				
.65	}80
.70				
.75				

I also proposed to follow the general instructions regarding the assessment of old fallow, abatement of enhancements, etc., issued for Bargarh khalsa. My proposals were approved and the assessment was made accordingly.

64. *Fixation of Thika jamas in all the zamindaris of the district.*

The principles on which the jamas to be paid by the thikadars in all the zamindaris have been fixed were thrashed out first in connection with the zamindaris of the Bargarh Tahsil. At last settlement Mr. Dewar proposed a thika jama standard of 85 per cent. with a permissible maximum of 90 per cent. of the assets consisting of the raiyati payments and the valuation of the home-farm, but the Chief Commissioner on the recommendation of the Settlement Commissioner, directed that the thika jama might be taken at "full 100 per cent. allowing the Settlement Officer the discretion of taking a higher or lower rate according to the circumstances of individual cases".

I proposed a standard of 90 per cent. of the assets in the Borasambar zamindari and 85 per cent. of the assets in the other eight zamindaris of the Bargarh Tahsil, but I added that I would not reduce existing thika jamas where they were in excess of the proposed standard.

In reply to a reference made by the Director of Land Records I explained the position regarding thika jamas more fully as follows :—

“ Mr. Dewar in his preliminary report on the Borasambar zamindari (pages 282—286, Volume IV of the annexure) remarks : ‘ I understand that in the Raipur district, where the malguzars of khalsa villages are assessed to pay 50 per cent. of their assets, the thikadars of zamindari-villages are assessed to pay 80 per cent. of their assets. I conclude that in this district a standard of 85 per cent. will be fair and a maximum of 90 per cent. permissible.’ He then shows that in the khalsa villages of this district the total payments made by the Gaontia to Government including cess on the valuation of his *bhogra* lands are generally very high in relation to the total assets and proceeds—‘ In this zamindari the present theka jamas, though small in amount (owing to the trifling rent-rate) and easily paid are high in proportion to the assets. No standard lower than 85 per cent. will give a fair enhancement, and a permissible maximum of 90 will be needed unless jamas are to be in some cases considerably reduced.’ The orders passed by the Chief Commissioner on this point were as follows :—

“ With regard to the revision of the theka jamas it is observed that the present payments cover the whole of the rental demand and also a malikana which is in some cases more and in some cases less than the valuation of the home farm at the low all-round raiyati rate, plus $6\frac{1}{4}$ per cent. on the home-farm valuation as patwari cess. This last demand is illegal, and agreeing with the Settlement Officer and the Commissioner of Settlements and Agriculture, the Chief Commissioner directs that it be abolished. With a view to secure a fair enhancement Mr. Standen recommends in modification of the Settlement Officer’s proposal that the theka-jama, consisting of (1) rental demand from tenants and (2) the valuation of the home-farm as revised, may be taken at full 100 per cent. allowing the Settlement Officer the discretion of taking a higher or lower rate according to the circumstances of individual cases. The proposed assessment, paradoxical as it may appear at first sight, is suitable, having regard to the fact that the theka jamas represent a much larger proportion of assets than is usual elsewhere, are small in amount and are easily paid. It is accordingly accepted by the Chief Commissioner.

“ In many villages of the Borasambar zamindari Mr. Dewar found a high theka jama prevailing which he maintained. For instance :—

In Girindolamal—

			Rs.	a.	p.
The total of the raiyati rentals came to	...	...	37	4	0
Valuation of the home-farm came to	...	...	18	2	0
			<hr/>		
Total	...	...	55	6	0

The existing theka jama was Rs. 58-15-0. Mr. Dewar settled Rs. 58.

In Dangbahal—

			Rs.	a.	p.
The total of the raiyati rentals came to	...	...	103	4	0
Valuation of the home-farm came to	...	...	45	12	0
			<hr/>		
Total	...	...	Rs. 149	0	0

The existing theka jama was Rs. 176-2-8. Mr. Dewar settled Rs. 176.

In Jammal—

			Rs.	a.	p.
The total of the raiyati rents came to	45	4	0
Valuation of the home-farm was	25	4	0
			<hr/>		
Total	Rs. 70	8	0

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The existing thika jama was Rs. 78-1-0.

Mr. Dewar settled Rs. 78.

" The explanation of these high thika jamas is that the home farm (which includes the best lands in the village and which the thikadar cultivates with the *bhet-begar* rendered by the tenants) is much more valuable to the thikadar than its valuation at the village rate indicates.

" I have proposed a standard of 90 per cent. of the assets (meaning thereby the total of the raiyati rentals *plus* the valuation of the home-farm at the village rate) as a guide in settling thika jama in this zamindari because the majority of the thikadars, particularly in the western tract, are aboriginals who need protection and lenient treatment more than they did at last settlement without which they will probably disappear as thikadars in a short time."

In forwarding my proposals to the Board of Revenue the Director of Land Records observed as follows :—

" I invite special attention to the paragraph relating to the rents payable by thikadars. These are tenure-holders of something approaching permanent status and in the western part of the Bargarh Tahsil are mainly aboriginals. The method of settling their rents is as follows. To the actual settled rent of the raiyats holding land in their thika is added the valuation of lands in their own possession which are usually the best lands in the village and are cultivated with the help of the *bhet-begar* of the raiyats. These lands are for this purpose valued not on what they bring in to the thikadar but at the rate at which rents for them would be fixed if occupied by raiyats. On the total of the actual rents to be collected and the valuation of the home-farm lands a certain percentage is fixed as the rent payable by the thikadar. At Mr. Dewar's settlement this percentage was, under the orders of Government, put at 100, the Settlement Officer being allowed a discretion to take a higher or lower rate in special circumstances. The Settlement Officer has supplied me with three instances in which Mr. Dewar found existing thika jamas to be above 100 per cent. on the assumed assets, and maintained them at 105 per cent. 118 per cent. and 111 per cent. respectively. To maintain the percentage at 100 is in effect to call upon the thikadar to collect the rents of his raiyats and hand them over to the zamindar without commission, while he holds his home-farm lands on the same terms as the raiyat holds his lands. To adopt 90 per cent. as the standard is to grant to the thikadar 10 per cent. on the rents to be collected by him, and to allow him to hold the home-farm lands at a 10 per cent. premium as compared with ordinary raiyats. In the eight small zamindaris the Settlement Officer proposes to take 85 per cent. I am not aware of the reason for this lower percentage which still further improves the thikadar's position. I am not at all sure that, in view of the history of the development of this thikadari system, which is sketched in paragraph 81 of Mr. Dewar's report, there is any justification for modifying the orders of the Central Provinces Government especially as the rent-rates for these zamindaris are noticeably below even the low rates of the contiguous kbalsa groups. Differing from the recommendations of the Settlement Officer and of the Conference I advise the retention of the 100 per cent. standard for thika jama."

The Board of Revenue with the concurrence of the local Government accepted the Director's recommendation and thika jamas were settled in accordance therewith in all the zamindaris of the district. Generally speaking not much difficulty was experienced in getting the thikadars to accept their thika jamas calculated on a 100 per cent. basis although in a few cases some zamindars on the importunity of the thikadars consented to a reduction of a few rupees. Five protected thikadars of the Kolabira zamindari petitioned the Commissioner of Orissa Division against the fixation of their thika jamas at 100 per cent. of the assets, but the Commissioner after calling for a report from me rejected the petitions.

In addition to his profits from the cultivation of the home-farm the thikadar of a zamindari village has a certain income from *nazaranas* on settlement of land with new tenants and also on transfers of raiyati land disguised in the form of surrender and resettlement. He also appropriates the rents of lands broken from the waste, and according to the general practice of the district the thika jama is not enhanced on this account during the currency of a settlement. These profits and perquisites make it quite worth while for a thikadar to hold thika of a village even if he is not allowed any commission on the collections which he makes from the tenants.

65. *Siwai incomes of the zamindars.*—The siwai income of the zamindar is his income from his forests, fisheries, ferries, grazing dues, etc., but chiefly from forests. The following table shows the siwai incomes of the zamindaris of the district as found at last settlement and as found by me :—

Name of Zamindari.	Siwai Income.		Remarks.
	At last settlement.	At present revision.	
1	2	3	4
BARGARH TAHSIL.			
	Rs.	Rs.	
Dorasambar	6,400	35,700	
Barpali	Nil	900	
Bijepur	80	300	
Ghes	175	215	
Kharsal	Nil	150	
Paharsigida	Nil	150	
Bheden	Nil	Nil	
Patkulunda	Nil	Nil	
Mandomohul	Nil	Nil	
SAMBALPUR TAHSIL.			
Rajpur	170	665	
Rampur	350	4,860	(Reduced by the Commissioner at the Conference to Rs. 4000.)
Kolabira	1,500	6,695	
Machida	30	475	
Kodabaga	150	900	
Laira	150	1,280	
Garhloisingh (with Jujomura) ...	1,000	2,375	

The siwai incomes were ascertained by me from the zamindars' own books taking the average of five years or more and only the net amounts were taken after deduction of all legitimate expenses. The most remarkable increase of

siwai income has been in the Borasambar zamindari. I dealt with the question at length in my preliminary report from which I give below the relevant extracts :—

“In connection with the question of the assessment of forest revenue in the zamindaris the following extracts from a recent publication of the Forest Department, “Working Plan for the Sambalpur Forest Division,” by Mr. J. W. Nicholson, Deputy Conservator of Forests (1922), will be read with interest.

After describing the action taken by the Settlement Officer to reserve certain forest tracts between 1872 and 1876, Mr. Nicholson proceeds :—

“The waste land in respect of which the above action was taken by the Settlement Officer represented about a quarter of the total area in the district under forest. More than a third of the forest areas were included in zamindari and malguzari estates. It appears to have been the original intention of Government at the time of the first settlement to allot for the use of the estate a sufficient area of forest, and to exclude the remainder as Government forest. This intention was subsequently abandoned and the whole of the forest areas were left to the zamindars. In order, however, to mark the right of the state to share in the produce of the forests, orders were passed that they were to be separately assessed with the result that a forest takoli was assessed separately from the land revenue takoli. Certain rules of management were issued under section 124-A of the Central Provinces Land Revenue Act and the engagement for the payment of forest takoli was made to contain a stipulation binding the zamindar to manage in accordance with the orders of Government. Actually the zamindars have been allowed to do more or less what they liked with their forests. A long and exhaustive report on the zamindari, malguzari and village forests of the district was submitted in 1908 by Mr. A. N. Moberly, I.C.S., the then Deputy Commissioner.

“With regard to the more important zamindari and malguzari forests, Mr. Moberly proposed that working schemes should be drawn up by the Forest Department and that the proprietors should be made to carry out the prescription under a certain amount of supervision.’ This proposal has not upto date been acted upon..... The question of the future management of the zamindari forests is still under the consideration of Government.”

“The gross receipts of the Borasambar zamindar under the head ‘Forests, ferries and fisheries’ during the last nine years as ascertained from his books during attestation were as follows :—

	Rs.	a.	p.
1913-14 (1st October 1913 to 30th September 1914)	66,695	6	0
1914-15	79,814	0	0
1915-16	47,859	7	8
1916-17	50,808	15	3
1917-18	51,759	6	9
1918-19	57,337	10	9
1919-20	55,806	7	0
1920-21	58,618	12	3
1921-22	46,363	2	3

“For the last five years the zamindar has filed abstract accounts showing the details of the income under the various sub-heads. The zamindar takes a pessimistic view of the prospects of most of the incomes shown in the abstract. I see no reason to share his pessimism. It is true that some of the minor items, e.g., mahua, khair and lac show a decline but it is possible that some of them may revive again and in any case the total average annual income under these three sub-heads is only about Rs. 5,000. The income under all the major heads has remained fairly steady and under proper management there is no reason to anticipate any considerable falling off.

“At the last settlement the average of the preceding five years’ receipts was taken. The average for the last five years comes to Rs. 53,857. Mr. Dewar made a deduction of 20 per cent. for possible variations in the receipts

Considering all the circumstances I think an allowance of 15 per cent. on account of variations would be sufficient. As for the expenditure on the Forest establishment, the zamindar has not kept separate accounts for the forest expenses. He filed accounts showing that the expenditure varied from Rs. 16,224 in 1916-17 to Rs. 24,900 in 1920-21. These accounts have been carefully gone into and where lump charges have been shown in the books these have been apportioned between his forest establishment and his general zamindari establishment in reasonable proportions. Two big charges which I have disallowed are :—

“ (1) The Zamindar's allowance of about Rs. 10,000 a year which is shown in the books as expenditure on account of forests. It appears that the zamindar draws a fixed allowance from the estate funds for his current expenses and one half of the allowance is debited to the forest account and the other half to the general revenue account. This cannot in any sense be included as cost of the forest establishment.

“ (2) The construction and maintenance of *kalas* (tanks) in the zamindar's *khas* villages. The whole of this expenditure has been charged to the forest account, and the justification for this is said to be that the *kalas* supply drinking water to the cartmen and others who go to the forests to bring forest produce. This is an extraordinary proposition. All of these *kalas* are primarily irrigation reservoirs which irrigate the zamindar's *Sir* and *khudkast* lands and most of them were claimed as agricultural improvements by the zamindar at the time of attestation and the Attestation Officer has recommended exemption from water-rate to the lands directly irrigated from them. That they provide drinking water to passers-by is an incidental advantage and I can see no justification for charging any part of the expenditure to forest account. The legitimate expenditure actually incurred on account of forests and ferries in past years comes to an average of Rs. 7,800 per annum. But in view of the fact that improved and systematic management of the forests (which it is hoped will be introduced soon) is likely to cost more, I would allow Rs. 10,000 for annual expenditure. Thus after deducting 15 per cent. for variations of income and Rs. 10,000 for expenditure the net *Siwai* income amounts to Rs. 35,700, as compared with Rs. 6,400 at last settlement.”

66. *Assessment of Kamil Jama and Takoli.*—The system of assessing the revenue payable by the zamindar is as follows :—

The total assets of the zamindari are ascertained by adding up the rents or rental valuation of all cultivated lands (including *sir* and service lands) and the zamindar's *siwai* income. Of the total assets 60 per cent. is taken as *kamil jama* or the full assessment which would be paid by the zamindar if he had not a semi-feudal status. (The revenue payable by the *malguzar* is the full *kamil jama* or 60 per cent. of the total assets calculated as above.) What the zamindar pays to Government, locally called *takoli*, is a proportion of the *kamil jama* which is fixed under orders of Government at each settlement. At last Settlement the proportion of *takoli* on the *kamil jama* was fixed at various percentages—from 22 per cent. in Barpali Zamindari to 67½ per cent. in Patkulunda Zamindari.

On this question Mr. Dyer writes as follows in his 'Introduction to the Land Revenue and settlement systems of the Central Provinces':—

“ Of this full assessment only a fraction, usually a small one, was taken in the past as the *Takoli* or quit-revenue to be paid to the Government, the percentage of the incidence of this *Takoli* on the *Kamil Jama* varying according to the circumstances of the Zamindari. The Government of India, however, in 1897 declared on reference regarding the Chhindwara jagirs that it should be made clear 'that the present nominal assessments have no permanency attached to them, and that Government will eventually demand a substantial share of the assets', and this policy is being gradually followed at resettlement.”

The orders which were ultimately passed by Government regarding the *takolis* of the Bargarh zamindaris were as follows :—

“ Government consider that the time is opportune to raise appreciably the proportion of the *Kamil Jama* taken as *takoli* because this can be done at the

moment without any actual diminution of the proprietor's income. The Governor in Council, therefore, directs that this proportion be fixed at 40 per cent. of the Kamil Jama in the case of three estates and at 50 per cent.

Borasambar }
Barpali } 40 per cent.
Bijepur }

Ghes }
Mundomohul } 50 per cent.
Pathkulunda }
Pheren }
Paharsirgida }
Kharsal }

in the case of the remaining six as specified on the margin. The reason which makes it possible to increase the proportion of takoli without loss of income to the proprietor is the fact that the raiyats' rents are being enhanced by 25 per cent. and there is no reason at all why the major portion of the resultant profit

should be given to the proprietor."

In the Sambalpur Tahsil Government ordered the takoli of the Rajpur zamindari to be taken at 40 per cent. and of all the other zamindaris at 50 per cent. of the kamil jama. In forwarding the proposals to Government the Secretary to the Board of Revenue observed as follows:—

"As regards the zamindaris of the Sambalpur Tahsil, the Director of Land Records also proposes to adopt the principles which were accepted for the zamindaris in Bargarh.....In only one instance has he disagreed with the Settlement Officer and the Assessment Board, viz., in respect of the takoli to be taken from the Kolabira zamindari. The Settlement Officer's proposal, accepted by the Assessment Board, is that takoli should be taken from the zamindars of Kolabira and Rajpur at 40 per cent. and from the remaining zamindars at 50 per cent. of the kamil jama. The Assessment Board of which the zamindars of Rajpur and Kolabira were members, however, has stated no reasons in support of its views. The differential treatment in the case of the Rajpur zamindari can be justified, since its net income will not be materially increased by the current settlement; even if takoli is fixed at 40 per cent. the increase in its net income will be Rs. 971 only. The zamindar of Kolabira on the other hand will profit largely by the settlement, since his net income will increase by nearly Rs. 11,000 if the takoli is fixed at only 40 per cent. The Board of Revenue therefore agrees with the Director of Land Records that in the case of this zamindari there is no reason why the takoli should be fixed at a lower rate than that adopted for the other zamindaris. A substantial margin of the increased rental will be left to the zamindar, even if the takoli is raised to 50 per cent."

The statement in Appendix B shows the takoli payments of the zamindaris at the last settlement and at the present revision. The total of the takolis of all the zamindaris of the district was raised from Rs. 25,720 to Rs. 59,400, an increase of Rs. 33,740.

In three zamindaris of the Bargarh Tahsil, viz., Borasambar, Barpali and Paharsirgida, and three of the Sambalpur Tahsils, viz., Rampur, Kolabira and Machida, Government sanctioned progressive enhancement of takoli as follows:—

Name of Zamindari.	First year.	Second year.	Third year.	From fourth year.
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
1. Borasambar	15,000	17,000	19,000	21,505
2. Barpali	4,765	5,850	6,950	...
3. Paharsirgida	350	425	500	...
4. Rampur	4,150	4,150	4,865	...
5. Kolabira	6,425	8,460	9,350	...
6. Machida	290	360	430	...

67. *Cess*.—Under the engagements made at the last settlement the holders of interests in this district have been paying cess at the following rates :—

In khalsa gaontiai villages the gaontias pay cess at $4\frac{1}{2}$ per cent. of the rental valuation of their bhogra, and gaontiai raiyati lands and the tenants pay cess at the same rate on their rents.

In zamindari and malguzari estates the tenants do not pay any cess but the zamindar or malguzar is liable for the cess of the whole estate, calculated at $5\frac{1}{2}$ per cent. on the kamil jama.

The Bengal Cess Act is not in force in this district. The cesses imposed have no firm basis in statutory law. They are the commutation into a money payment of certain obligations, for instance the upkeep of roads between village and village, which rested on village proprietors; and to this commutation a legal sanction has been given by section 41 of the Central Provinces Local Self-Government Act (I of 1883). The cess demand is offered together with the Land Revenue assessment to the proprietor or proprietary body of each mahal and is entered in the kabuliyat taken from them. Under Government orders the whole position regarding cess payments in this district was subjected to a detailed examination by the Deputy Commissioner in consultation with myself and we submitted (in July 1923) certain definite proposals for the consideration of Government, the chief features of which were :—

- (1) That cess should be levied at one anna in the rupee on the annual value of lands and that it should in future be calculated, in the case of zamindari and malguzari estates, not as hitherto on the kamil jama which represents only 60 per cent. of the assets, but on the full assets which correspond to the annual valuation under the Bengal Cess Act.
- (2) That following the principle of the Bengal Cess Act the proprietors should be entitled to recover cess from their tenants at one-half of the above rate. Village service tenants holding more than 10 acres of service land should pay cess on the annual value of the excess area.
- (3) That the cess due on any mahal in which there is a sub-proprietor should be paid in full by the sub-proprietor. Where there is a thikadar the cess liability should be divided equally between the thikadar and the proprietor, the tenants' contribution being also divided equally between them.
- (4) That it is impracticable in this district to allow any rebate to the holder of an estate such as is provided for under section 41 of the Bengal Cess Act.
- (5) That mine-owners, timber contractors, etc., should also pay cess and that their cess should be calculated not on profits but on extractions which give a more logical basis for the assessment.

We recommended that an early opportunity should be taken to give legal effect to the above proposals if Government approved of them.

The principles which were kept in view in formulating the above proposals were stated as follows in our joint letter to the Commissioner :—

- “(a) If the amalgamation of this district with our province is to have any meaning, Sambalpur should, unless good reasons to the contrary are in any particular instance shewn to exist, come unquestionably within the laws and statutes common to the remaining districts of the province. There can be no show of reason to excuse the Sambalpur District Council in remaining under the old Central Provinces Local Self-Government Act of 1881, which has been repealed in the province of its origin, and when the choice lies between the Central Provinces Local Self-Government Act and the Act in force throughout the

remainder of this province there would, on the principles stated above, be no argument in favour of the adoption of the former. It is time for this district to give up attempting to stand with one leg in Nagpur and the other in Orissa, and the early adoption of the Bengal Local Self-Government Act as amended by the Bihar and Orissa Local Self-Government Act I of 1923, for which a favourable opportunity now presents itself, will be an important step in the closer union of the Sambalpur district with the province of which it has now been a part for the last fourteen years.

“(b) The second principle which we would lay down is that this district must be prepared to contribute according to its resources on a scale proportionate to the contributions made by the other districts. One outstanding consequence of the miserable income derived by the District Council from cess is that it has to be supported almost entirely by Government grants, and is to that extent a drag on the tax payers of the rest of the province. Unless the cess contributions of this district are made on a scale equal to that imposed under the Bengal Cess Act, the Sambalpur district must expect increasing opposition on the part of the representatives of other districts to the grant of these large sums of money to a district which, as things now are, partially escapes taxation to which others are liable. The figures of Government grants to the Sambalpur District Council made since the amalgamation of this district with the province first of Bengal and then of Bihar and Orissa, show that during the last three years the grants made have been roughly rupees one lakh per annum, and the total grants reach the very considerable aggregate of Rs. 10,09,820. The second principle then which the Settlement Officer and myself suggest is that the scale in force in other districts under the Bengal Cess Act, should be adopted *mutatis mutandis* for this district, without reference to the historical origin of cess here or to cess payments as they continue in the Central Provinces.”

The proposals made by the Deputy Commissioner and myself are still under consideration.

Under instructions of the Board of Revenue cess demands calculated under the existing system (with one exception which is stated below) were offered to the holders of interests together with the revenue demand at the time of announcement, and in the kabuliyats taken from them a clause was added that the cess demand was liable to be altered or increased afterwards. The only change made was that in the case of zamindari and malguzari estates cess was calculated at $6\frac{1}{2}$ per cent. (instead of $5\frac{1}{2}$ per cent.) on the kamil jama.

As a result of the revision settlement the total cess income of the District Council has increased from Rs. 15,100 to Rs. 25,173.

68. *Announcement in Khalsa*.—Announcement of the new assessments in the khalsa portion of the Bargarh Tahsil comprising 507 villages was commenced on the 25th February 1924 and completed on the 15th May 1924. Trouble was anticipated in the beginning as an attempt was made to set on foot an organised agitation against the new assessment. Printed notices had been circulated and a meeting of all the gaontias of the Bargarh Tahsil was called at Attabira on the 25th February 1924, to protest against the announcement which was to start there on that day. Mr. Ram Narayan Misra, M.L.O., accompanied by certain gaontias met me at Attabira on the morning of the 25th February, and represented certain grievances which the gaontias felt regarding certain entries in the khewat and wajib-ul-arz and the kabuliyat to be signed by the gaontias. He also represented that the assessment which was being offered was excessively high and that the period of settlement should be 30 years instead of 20.

I explained to Mr. Misra and the gaontias that these matters had to be referred to the higher authorities and I could not there and then pass final orders in regard to any of them. The gaontias then proposed to put in a formal petition stating their objections, and I promised on receipt of the petition to submit a report to Government in consultation with the Deputy Commissioner. Meanwhile, I told them that the announcement of the new assessment sanctioned by Government must proceed. After Mr. Misra and the gaontias left me the raiyats present came to me in a body and represented their grievances in connection with the transfer of raiyati lands and certain other matters and stated that if their grievances were removed they would willingly accept the new assessment. Subsequently the gaontias and the tenants filed separate petitions regarding their grievances which I promised to deal with as stated above and the announcement proceeded smoothly. The gaontias signed the kabuliyats and the tenants accepted their parchas and no opposition or difficulty was experienced at any of the other centres to which the announcement camp subsequently moved. It is not necessary to recapitulate here all the points urged in the gaontias, and the tenants' petitions as many of the requests were inadmissible and others could not be dealt with without making a change in the laws. The only change in the record ordered by the Board of Revenue on my recommendation was the substitution of the word "Bhogra" for "Sarkar" in column 3 of the khewat against entries of bhogra lands.

In the villages held by shikmi gaontias under gaontias and malguzars, sub-settlements were made with shikmi gaontias as provided in the law and were accepted by them and the malikana payable in each case to the Sadr Lambar-dar was also fixed.

Changes in the records due to succession, transfer, etc., were given effect to by the Announcement Officers only in clear cases where the facts were admitted. In all cases of doubt or dispute the Announcement Officers refused to make any change in the record and in case of death of the recorded tenant, if the succession was disputed, merely noted the fact of the tenant's demise in the khatian without entering the name of any successor.

Announcement in Sadr khalsa was started on the 7th April 1925, and the distribution of parchas was finished on the 22nd June 1925. The work proceeded on the same lines as in Bargarh khalsa and was completed without any hitch, there being no refusal to accept a parcha or to sign the kabuliyat or wajib-ul-arz.

69. *Announcement in the zamindaris.*—Announcement in the zamindaris of the Bargarh and Sambalpur Tahsils proceeded on the same lines as in the khalsa and was completed without any hitch or difficulty. The thika jamas of "protected status" thikadars were settled in accordance with the Government orders, on the applications of the zamindars concerned. The thika jamas of ordinary thikadars were also fixed on the basis of a 100 per cent. standard as explained before and in practically all cases the ordinary thikadars accepted the jamas so fixed and signed the thika register in token of their acceptance.

It was found that in many zamindari villages in possession of thikadars the latter had made grants of land as *dan-muafi* or *naukri muafi* to Brahmans and others. The view taken while fixing the thika jamas of these villages was that a thikadar has no right to dispose of any land in the village against the interest of the zamindar and therefore if he grants any land as muafi he does so at his risk and he should be liable for the assessment on the land so granted. The assessment on such lands was accordingly taken into account in fixing the thika jama and a note was made in the remarks column of the muafi khatians in question that the muafi was granted by the thikadar.

Both in khalsa and in the zamindaris a rent list has been given to the landlord of each village showing the demand against each raiyat (including the *zabti* or *purashkar* of the village watchmen) and the amount which the landlord is himself liable to pay. All the demands are shown in two kists and the date from which the new assessment takes effect is also entered in the rent list.

70. Settlement of the Sambalpur Mahal.—The Sambalpur Mahal is a raiyatwari village consisting of some blocks of land in and around Sambalpur town. The total area of the mahal is 175·22 acres. The settlement of Sambalpur mahal was accidentally omitted from Mr. Dewar's settlement owing to the death of the senior Assistant Settlement Officer. Consequently the settlement of this mahal was carried out in 1909 by Mr. Moberly, Deputy Commissioner of Sambalpur, who was appointed Settlement Officer for the purpose. The assessment made by him took effect from the 1st July 1909 and it expired on the 30th June 1925. Mr. Dewar's scale of factors for the Sambalpur khalsa which was adopted by Mr. Moberly for Sambalpur mahal has also been adopted by me. The unit rate of rent sanctioned for Mr. Moberly's settlement was 2·55 annas, the previous rate being 2·13 annas. I found that the actual incidence of rent just before the revision was 2·84 annas per soil unit. I therefore proposed to enhance the rate to 3·50 annas. But the Director of Land Records in forwarding the proposal to the Board of Revenue wrote as follows :—

“ There is at present a very marked difference between the ordinary district rates, which never exceed one anna, and the rate for this mahal. No doubt the agriculturists of this mahal benefit from their proximity to the principal market of the district, but I cannot bring myself to believe that the benefit is so great as the divergence of rates represents. The mahal does not extend much beyond a mile or two from the centre of the town, and is surrounded by villages within easy reach of the market, which have a much lower assessment. In order to mark the right of Government to take an enhancement in view of the great rise in prices, I propose a slight increase in the soil unit rate, but I consider this is a case in which much less than the standard enhancement of rates by 25 per cent. should be imposed. It will be suitable if the average rate which now stands at the figure of 2·84 annas is raised to a round figure of 3 annas.”

A rate of 3 annas per soil unit was accordingly sanctioned for this mahal and in all other respects the assessment was made in accordance with the orders and instructions received for the assessment of Bargarh khalsa and Sambalpur khalsa. The settlement has been made for a period of 20 years, commencing from the 1st July 1925.

71. Raiyatwari villages.—There are 16 raiyatwari villages in the district, 13 in the Sadr Tahsil and 3 in the Bargarh Tahsil. The revenue of these villages is collected through the agency of the patels where they exist and directly by the tahsildars in other cases. The patels are paid a commission of three annas per rupee of rent collected by them from Government riyats. They deduct their commission from the collection and credit the balance into the treasury.

72. Nazul.—There are three *nazul* blocks in the district as shown below :

Jharsogra—Area 80·36 acres—the whole of the income goes to the District Council.

Khetrajpur—Area 54·84 acres	}	The total income is divided between-Government and the Sambalpur municipality in the proportion of 1 : 4.
Sambalpur—Area 959·17 acres		

The nazul area has been surveyed and shown in the village maps in blocks and included in the total area of the village. A detailed survey has been made and detailed records prepared by the Nazul Department under the orders of the Deputy Commissioner.

CHAPTER XIII

Description of the record of rights.

73. In appendix K will be found the notification regarding the papers "of which the record-of-rights shall consist". The papers which now constitute the record-of-rights and to which a presumption of correctness applies under section 82 of the Central Provinces Land Revenue Act, 1881, are the khewat, the khatian, the map, the irrigation record and the village administration paper (Wajib-ul-arz), the last two being prepared in pursuance of the provisions of section 77 of the Land Revenue Act. The khasra which was part of the record-of-rights under the Central Provinces system has been omitted because all the important particulars which were entered only in the khasra at the last settlement have now been entered in the khatian. In recommending the adoption of the revised forms to the Board of Revenue the Director of Land Records observed as follows:—

"The alterations in the forms have been made after discussion at Sambalpur with the Settlement Officer and his staff during my inspection last month (July 1922). I have also consulted Mr. Inglis who approves of the revised forms. As Mr. Dixon had only recently joined the district I did not consider it necessary to consult the Deputy Commissioner officially.

"One general alteration in all the forms is the insertion of the thana and the thana number in the heading. These do not appear in the present forms at all.

"*Khewat*.—The alterations here are a rearrangement to show the khewat-holders in order and the proprietor under whom each holds. In the present form there is nothing to show under whom a muafidar holds nor is it possible to use any khewat number in reference.

"*Khatian*.—The present form is called a jamabandi but the form is a khatian and not a jamabandi as the terms are understood in this province. The name of proprietor has been changed to name of *malik* and put in the heading at the top. The local name of the field, classification, number of *kiaris* and nature of right have been added, and the form has been reduced to a much handier size by the omission of columns 7 to 11. There are no produce rents paid by raiyats and it is quite unnecessary to enter the collections in this form. These columns were not filled up at the last settlement.

"*Parcha*.—This is equivalent to the rent certificate, Form X, shown on page 143 of the Central Provinces Settlement Code. The same details have been added as in the other forms, so that there will be some possibility for the raiyat to identify the plots. The nature of right, rent, etc., have been moved to the heading above, as they are not entered for each plot separately."

74. I give below a few notes regarding the different parts of the record-of-rights which, it is expected, will help a person desiring to consult the record-of-rights to appreciate the significance of the various entries and elicit quickly the desired information.

For each village there is a separate bound volume of the record-of-rights deposited in the Deputy Commissioner's record-room. An exact duplicate of this volume (with the exception only of the *kabuliyat*) is kept in the custody of the *halika* patwari.

(1) The first paper in the volume is the table of contents which shows in column 3 the number of pages of each paper contained in the volume.

(2) Next comes the khewat or "record of the rights of the receivers of rent, whether proprietors or intermediate tenure-holders". Although column 3 of the khewat is headed "Name of *adhihari* (proprietor)" it is meant to show under whom the khewat-holder holds his interest, as explained in the letter of the Director of Land Records quoted above. As the khewats were first prepared the word *Sarkar* was entered in column 3 against the khewats of bhogra lands to show that the gaontia held his interest under *Sarka*

This was objected to by the gaontias when announcement was first started in the Bargarh Tahsil as stated in Chapter XII. The gaontias represented that the entry *Sarkar* in the *adhikari* column of their bhogra khewats was liable to be misinterpreted and had given rise to an apprehension in their minds regarding the security of their proprietary right in their bhogra lands. Although this apprehension was quite unfounded and the gaontias' proprietary right in their bhogra lands is clearly stated in section 4-A of the Land Revenue Act of 1881 and the notes thereunder, I recommended that in order to satisfy the gaontias the word *Sarkar* should not be written in column 3 of bhogra khewats but the word bhogra within brackets should be written there to indicate the nature of the khewat. This was approved by the Board of Revenue and the khewats were corrected accordingly.

The first entry in the khewat is of the lambardar who is responsible to Government for the land revenue of the village under section 138 of the Land Revenue Act. In khalsa gaontiahi villages the khewat or khewats for bhogra lands (with the entry "gaontia" in column 4) are entered below the lambardar's khewat and if the lambardar holds a share of the bhogra lands his name is repeated in the bhogra khewats. This is necessitated by the fact that lambardarship is an office and not an interest and therefore the lambardar's bhogra could not be entered under his lambardari khewat. A copy of the settlement khewat of each village has been made over to the Deputy Commissioner to form the basis of his record of proprietary mutations.

(3) The next paper in the volume is the index to khatians. This has been introduced because of the omission of the khasra from the volume, and it makes it easy to find out any plot number in the khatians.

(4) Then comes the list of the khatians with their page number, the khatians being grouped separately according to status, the names under each status being arranged in alphabetical order.

(5) Then come the khatians. The rent-receiver's name and khewat number are entered in the heading at the top of the khatian. Column 1 of the khatian shows the serial number; column 2 the name of the raiyat with his parentage, caste and residence; column 3 shows the plot number and the local name of the field; column 4 shows the classification of the plot and the number of the interior kiaris (locally called *khets* or *dolis*). The classification is shown in an abbreviated form the initial letter of each word being taken, thus for example —Ba : Kha : Pa: means Bari Kari Pani; Ba : I Kha : Pa : means Bahal I Khari Pani; Ba : II Ma : means Bahal II Mamuli; Ma: Ti : Ma: means Mal Tikra Mamuli; Ma : Sa : Kha : Pa: means Mal Saman Khari Pani, and so on. The number of kiaris following the Oriya system of notation is entered as follows:—

Khe—5—ta which means 5 khets.

Column 5 shows the area of the plot. Columns 6 and 7 show the name with other particulars of the *shikmi* or sub-tenant, if any, and the rent paid by him. If the sub-tenant cultivates only a portion of the plot the area in his possession is entered after his name in column 6, the ordinary practice being not to divide a plot simply to show the sub-tenant's possession separately. No separate *shikmi* khatians have been prepared for the sub-tenants. In many villages tenants were found in possession of bhogra plots in which they had acquired a permanent (*chirasthai*) right and where this was proved the fact was noted in the remarks column. In column 8 the status and the attested rent are entered at the end of each holding. Column 9 is meant for the newly-settled rent, but this rent is entered in red ink within a stamp against each holding at the time of announcement. The entries within the stamp show the settled rent, the cess, the period of the new settlement, the date of attestation and the date of announcement. It should be noted that the presumption of correctness under section 82 of the Land Revenue Act arises from the date of attestation. Column 10 is the column for remarks in which are entered such particulars as the trees standing on the plot, the source of irrigation from which the plot is irrigated, the mortgagee in possession, if any, and so on. In ungly tracts it has not been possible to enter all the numerous trees standing

on each plot which would have made the record cumbrous but only the more valuable trees have been recorded. Where the fruit of a number of trees, e.g., *char*, is enjoyed by the village community the fact has been noted in the remarks column of the plot on which the trees stand. General customs regarding trees are noted in the *wajib-ul-arz*. The *gramiya* jungle (reserved grazing ground) plots which may be either jungle or *gochar* are entered in the *bad* jungle or *gochar* *khatia* with the words *gramiya* jungle noted in the remarks column. The *zabti* jungles included in the village in certain *zamindaris*, in which the rights of the village community have been extinguished by long non-user, have been entered in the *bad* jungle *khatian* with the words *zamindars'* *zabti* jungle in the remarks column. At the end of the *khatians* is the *annyakash* list which shows unauthorized cultivation found in roads, reserved grazing grounds, groves, water beds, etc., the cultivation of which is prohibited without the special permission of the Deputy Commissioner. The list gives the plot number, the area actually encroached upon and the name of the trespasser with the class of cultivation. The plots mentioned in the list are entered already in their own respective *khatians* with their full areas including the areas encroached upon. The *annyakash* list is thus not really a part of the record-of-rights. It merely shows the unauthorized cultivation in the prohibited lands and is intended to supply the necessary information to the Deputy Commissioner for the purpose of ejecting the trespassers.

(6) The next paper in the volume is the *Milan Khasra* which gives details of the occupied and unoccupied areas of the village.

(7) Next comes the *Jinswar* statement which gives the details of areas under different crops.

(8) The next paper is the *jamabandi* abstract (*goshwara*) which gives details of the occupied area held under different rights with the total rents.

(9) The next paper is the irrigation record (*jalasinchan naksa*) which shows particulars of all the sources of irrigation in the village with the numbers and areas of all the plots irrigated from them. The distribution of water from the irrigation reservoirs is invariably controlled by the village punch. Where any special custom in this connection was found to exist in any village it has been noted in columns 13 and 14 of the irrigation statement.

(10) The next paper is the village administration paper (*wajib-ul-arz*) which is a record of various customs relating to village management, waste lands and forests, groves and fruit trees, roads and thoroughfares, etc. There are four different forms of *wajib-ul-arz* for four different kinds of villages—(1) for *khalsa gaontiai* villages, (2) for *malguzari* villages, (3) for *malguzari* villages held by *shikmi gaontias*, and (4) for *zamindari* villages. The arrangement of the provisions is based upon Mr. Dewar's *wajib-ul-arz* and the standard *wajib-ul-arz* introduced in the Central Provinces in 1917. The rights and customs recorded are the results of enquiries made by the Assistant Settlement Officers during attestation. In some minor respects certain provisions of Mr. Dewar's *wajib-ul-arz* have been modified, for the rest that *wajib-ul-arz* has been followed and no innovation has been introduced except in the case stated below. In Mr. Dewar's *wajib-ul-arz* there was a head, "village expenses", in which were described the expenses for road mending, for the repair of public tanks, etc. I have made provision for road mending under the head "village roads and thoroughfares" and for other public works under their respective heads. The repairs to tanks properly belongs to the irrigation record in which the custom in regard to each source of irrigation can be entered opposite to it. In the *wajib-ul-arz* form filled up during attestation the principal entry under "village expenses" was the collection of money for the expenses of the various *pujas* performed by the village community. It did not appear to be necessary to enquire into the *puja* expenses and record them in the *wajib-ul-arz*. There was thus no need for retaining a separate head "village expenses" which was accordingly omitted. A clause has been added in the *wajib-ul-arz* of every village in the district defining the responsibility of the *mukaddam* for keeping the village trijunction marks in proper repair with the help of the co-sharer landlords and the *raiya*ts. The trijunction cairns made over to the *mukaddam*, generally those on the northern and western boundaries of the

village, have been described and the mukaddam's signature or thumb impression taken in the wajib-ul-arz.

The zamindari wajib-ul-arz is in two parts. The first part governs the zamindar's relations with Government and in this part the only important change is the introduction of Government control in the matter of assignments of villages or lands by the zamindar for the maintenance of his relations. The reasons for introducing this change were stated as follows in my letter to the Director of Land Records :—

“It is important that the assets of the zamindar particularly in the smaller zamindaris should be conserved so as to enable him and his successors to maintain their position. In one zamindari of the Sadr Tahsil the zamindar is on bad terms with his eldest son (who will succeed to the zamindari on his death) and has been trying to give away some of the best of his few kham villages to his younger sons as maintenance grants. If these grants become effective the assets left to the zamindar will be entirely insufficient to maintain his position. It is to meet such a case as this that I propose the change in clause IV. Section 45 of the Tenancy Act gives some control in the matter of the transfer of *sir* lands, but I do not think this is sufficient to meet the case cited by me.”

A noticeable change in Part II is the record of gramiya jungle plots under the head “waste lands and forests”. Mr. Dewar's wajib-ul-arz laid down in this connection—“The manager of each village shall set apart with the approval of the zamindar an adequate portion of the unoccupied lands for the formation of the village forest reserve and grazing lands and these lands shall not be brought under cultivation.” But the managers of villages took no steps in this direction and it was found during attestation that there was no recognised gramiya jungle in any zamindari village. The Assistant Settlement Officers therefore reserved an adequate area of gramiya jungle in each zamindari village with the consent of the zamindar, the manager of the village and the village community. The numbers of these plots have been recorded in the wajib-ul-arz and following the recognised practice in regard to the cultivation of village roads and water beds, it has been noted that the gramiya jungle plots shall not be occupied by any one without the special permission of the Deputy Commissioner. The wajib-ul-arz also contains the plot number of the camping ground, if any, in the village.

11. After the wajib-ul-arz comes the kabuliat which is an acceptance of the assessment by the gaontia or proprietor. It includes a clause binding the gaontia or proprietor to abide by the wajib-ul-arz of the new settlement.

12. The next paper is the *kat-kut* statement which contains specimen initials and designations of the officers who have initialled the corrections and alterations in the volume.

One vandyked copy of all the sheets of the village map is placed in the pocket under the front cover of the volume. In the maps both dotted lines and firm lines will be found. Ordinarily the firm line divides one tenant's land from another's and the dotted line divides lands of the same tenant according to different classification. This system was adopted during the survey operations as an advance upon the system of the last settlement under which only one plot number was given to a block of land held by one tenant and the different classifications were shown by thin lines within this block without any plot numbers being assigned to the subdivisions. In the maps of the present revision no plot or subdivision of a plot has been left without a number. Eighteen copies of each sheet for khalsa villages and 14 copies for zamindari villages have been made over to the Deputy Commissioner for the following purposes :—

- (1) one copy for the patwari's use,
- (2) one copy to be filed with the record-room copy of the record-of-rights,
- (3) four spare copies for the Deputy Commissioner,
- (4) remainder for sale to the public at four annas per sheet.

In twenty mica bearing villages of the Borasambar zamindari the sheets have been cut up into blocks generally forty chains square (called mica squares) for leasing purposes and cairns with numbered stones have been erected on the ground at the corners of these squares. The numbered cairns have been shown on the maps of these twenty villages.

75. In addition to the volumes of the record-of-rights the mahalwar statements and the rent schedules of all the villages have been bound in volumes, separately for the khalsa and the zamindaris, and have been deposited in the Deputy Commissioner's record-room. The mahalwar statement contains all the usual statistics of the village and it also gives in section IV the average acre rates of rent for the village. The first portion of the duplicate mahalwar statement containing the important statistics has been made over to the mukaddam of each village for keeping in the village note book.

The rent schedule is in the form devised by Sir Hugh McPherson which will be found in Appendix J. The schedule gives details of the calculation by which the proposed rent, which is the same as the settled rent, was arrived at. It also gives in the heading at the top the unit rate sanctioned for the village.

In order to ascertain the rent of a given plot of land all that is necessary is to multiply the area of the plot by the factor of its class (the scale of factors is given in paragraph 47 of this report). This will give the number of soil units in the plot. Then multiply the soil units by the unit rate of the village given in the rent schedule. This will give the full deduced rent of the plot. In many cases this deduced rent is not the rent actually settled on the land, as the rule of abatement introduced at this revision and known as the Sambalpur rule allows an abatement of the enhancement whenever it exceeds the existing rent by more than 25 per cent.

CHAPTER XIV.

Working of the Land Revenue and Tenancy Acts.

76. Although the district was transferred from the Central Provinces to Bengal in 1905 and was attached to the newly-formed province of Bihar and Orissa in 1912, its revenue administration is still carried on under the old Central Provinces laws. The Central Provinces Land Revenue Act of 1881 and the Central Provinces Tenancy Act of 1898 have continued to be in force. In the Central Provinces these two Acts have since been revised—the former in 1917 and the latter in 1920 and their provisions have been considerably altered.

This is not the place to write a report on the general revision of the law in Sambalpur. I only wish to indicate here briefly some of the anomalies and difficulties in the working of the two Acts which came prominently to my notice in the course of my work. To take first the Land Revenue Act:—

(1) *Section 26, proviso 3.*—On an application for review it was argued before me that I could review the order even though an appeal against the order had been preferred to the Commissioner and had been dismissed, because the prohibition is against the review of the order *while the appeal is pending* and not after its disposal. The contention was against commonsense and I disallowed it but it seems to me that the words “while such appeal is pending” may very well be omitted.

(2) *Section 29.*—Assistant Settlement Officers are not mentioned in the section. They should be mentioned and their position and powers clearly defined.

(3) *Section 31.*—The first proviso to this section provides only for appeals against “any appealable orders passed by a subordinate Settlement Officer”. There is no provision for objections regarding entries in, or omissions from, the record-of-rights on the lines of section 103-A of the Bengal Tenancy Act. This is necessary.

(4) *Section 65-A.*—I came across cases of thikadars who were in all respects entitled to be declared as “protected” thikalars for the purposes of this section but to whom no relief could be given because they held the village not from the zamindar but from a muafidar under the zamindar. Where all the other requirements of the section are present it seems to me immaterial for the purpose of granting protection whether the thikadar holds directly under the proprietor or under a muafidar. Before the commencement of settlement a very deserving case for the grant of protection was turned down by the Board of Revenue on the ground that the thikadar held the village not from the zamindar but from an intermediate interest holder. I think the section requires amendment in this respect.

The provision in clause (4) (a) of the section that the tenure “shall devolve on one member only of the thikadar's family” is liable to cause hardship to the other members of the family. I came across many instances of such hardship and I consider that some provision to safeguard the interests of the other members of the family—such as clause (2) of section 107 of the new Central Provinces Land Revenue Act, 1917, is very necessary.

(5) *Section 68.*—There is no provision in this section or any other section under this Chapter (Chapter VI—Investigations by the Settlement Officer and the preparation of the record-of-rights) for enquiries regarding thikadars, protected and ordinary, and their entry in the record-of-rights. In a dispute regarding a protected thika tenure it was argued before me that I had no jurisdiction to enquire into the matter or to enter the thikadar's name in the khewat. I think there should be a provision under this Chapter for preparing a record of tenure-holders.

There should be detailed statutory rules under this Chapter regarding the preparation of the record-of-rights. The existing instructions are contained in the old Central Provinces Settlement Code which has not the force of law.

(6) *Section 69.*—Clause (2) (a) of this section provides that any land—it may be a surrendered occupancy holding—which comes into the possession of the proprietor and is cultivated by him “continuously for a period of not less than twelve consecutive years” shall become *sir* land in which occupancy rights can not accrue. This criterion of *sir* lands is much lower than that which obtains elsewhere, e.g., under the Chota Nagpur Tenancy Act. There is justification for clause (2) (b) of this section but I do not see any justification in equity for clause (2) (a) which in my judgment should be deleted.

(7) *Section 123.*—This section should be so amended as to make a breach of any condition or order contained in the village administration paper (*wajib-ul-arz*) prepared at settlement, e.g., encroachment on public and communal lands, etc., punishable with a fine without the necessity of a notification in the Gazette.

(8) There should be a section in the Act on the lines of section 45 of the new Central Provinces Act of 1917 prescribing the papers of which the record-of-rights shall consist.

(9) *Sections 73 and 132.*—Under section 73 the Settlement Officer is required to investigate all claims against the Government to hold land free from revenue, or at less than a full assessment, or to receive the whole or part of the land revenue assessed on land which is not free from revenue. Under this section the *zabti* or *puraskar* on *bhogra* lands is calculated and fixed at each settlement. Also the *zabti* or *puraskar* is apportioned amongst the co-sharer *gaontias* on application being made by them although there is no provision for such apportionment in the Act itself. In village *Khutpali* (*Bargarh Tahsil*) a co-sharer *gaontia* did not get the *puraskar* on *bhogra* land due to him apportioned at Mr. Dewar's settlement. Subsequently he approached the Deputy Commissioner who made the apportionment. On appeal the Commissioner confirmed the Deputy Commissioner's apportionment order observing that the Deputy Commissioner must exercise the power to make the apportionment for “it is necessary to redistribute the assets when *gaontiai* interests are constantly changing hands. Partition and mutation proceedings are constantly going on and are being done by Revenue authorities, and without such power no final or complete adjustment of claims as between proprietors could be made”. The matter was then taken to the Civil Court and it was contended that the apportionment made by the Deputy Commissioner was *ultra vires* since such apportionment could only be made by the Settlement Officer. The Munsif and the Sub-Judge upheld the apportionment made by the Deputy Commissioner, but on appeal to the High Court the learned Judges took a contrary view. Mr. Justice Mullick observed in the course of his judgment :—

“The first question is whether the Deputy Commissioner had jurisdiction to settle the drawback payable to the plaintiff. The respondent relies upon section 132 of the Central Provinces Land Revenue Act of 1881; but that section does not appear to contain any provision conferring upon the Deputy Commissioner any power to assess either the excess or the drawback payable to or by the respective co-sharers in a *gaontiai* village. The Settlement Officer seems to be the only authority which can make these assessments. It appears that an appeal was preferred from the Deputy Commissioner's order to the Commissioner and that officer while dismissing the appeal observed that it was a practice of long standing in the Sambalpur district for the Deputy Commissioner to make these assessments and that convenience required that he should be empowered to vary the assessments made by the Settlement Officer from time to time. In the absence of any express authority conferred by law, I think we must hold that the Deputy Commissioner had no jurisdiction to alter the assessment or to adjust the claims between co-sharer and co-sharer.”

The legal position which results from the decision of the High Court is obviously inconvenient and I think that provision should be made in the Land Revenue Act to confer the necessary jurisdiction in respect of this matter upon the Deputy Commissioner.

77. *The Central Provinces Tenancy Act, 1899.* (1) Sections 46 and 47.— These two sections are a prolific source of litigation and cases arising under them form the bulk of the revenue work which the Deputy Commissioner has to do. I have seen the effect of the working of these two sections in the villages and also dealt with a number of cases under section 47 during the short period that I acted as Deputy Commissioner. I think the chief person who is benefited by this provision of the law as it stands is the landlord who generally manages to secure a heavy premium (anything from 25 per cent. of the amount of the consideration upwards) on every transfer made by a tenant. This was the chief grievance urged before me by the tenants when I started announcement of the new assessment in the Bargarh tahsil.

In addition to creating a generally unsatisfactory position and failing largely to achieve their real object these two sections contain a grave anomaly. Under section 47, if an application is not made to a Revenue Officer within two years to set aside a transfer made by a tenant, the effect is that the transfer is no longer voidable and the transferee acquires a valid title in respect of the transferred land. But if the value of the property is more than Rs. 100 transfer can be effected only by a registered deed under section 54 of the Transfer of Property Act, while clause (5) of section 43 of the Tenancy Act forbids a registering officer to register a sale deed in respect of raiyati land. Recently certain occupancy tenants in Bargarh tahsil taking advantage of this anomaly in the law succeeded in recovering possession through the Civil Court (Title Suit no. 142 of 1924) of certain lands transferred by their father seven years ago. I quote the following extract from the judgment of the Appellate Court to show the view taken by the Court of this anomalous position:—

“Now under section 46, clause (2), the transfer of an occupancy right is not void but voidable in the manner and to the extent provided by section 47, etc. Section 47 lays down that such a transfer is voidable at the option of the landlord or the next heir within two years from the date of transfer. The transfer took place in 1918 but the next heir never questioned it and the landlord also recognised the defendants. In these circumstances the defendant no doubt acquired a valid title but section 46, clause (2), forbids a Court from passing a decree for sale, section 46, clause (5), forbids a registering officer from registering a sale deed of raiyati lands. It is no doubt true that these clauses will defeat the very provision of sections 46, clause (3), and 47, for by those sections the sale is voidable within two years from the date of sale and if it is not avoided by the persons entitled to do so the transferee acquires a good title against all the world, so section 46, clause (2) and section 46, clause (5), are thus obviously anomalous. However irresponsible the provision of these clauses may be we have got to administer the law as it is and in the face of section 46, clause (2) and clause (5), if the plaintiff brought a suit for specific performance of the contract of sale, he would be successfully met by the plea that such a sale deed is not enforceable under the Tenancy Law of the land and hence the contract will not be enforceable.”

In my opinion the restriction on the transfer of raiyati lands should either be done away with altogether or it should be modified on the lines of the similar provision found in the Chota Nagpur Tenancy Act.

(2) *Chapter V—Village Service Tenants.*—I have dealt in paragraph 33 with the great discrepancy between the areas of the service holdings of the Jhankar and the Chaukidar (Ganda) respectively. I have also dealt with the service holdings of such village servants as the Negi, the barber, and the washerman whose services are not required by Government. To meet all such cases there should be a provision under this Chapter enabling the Deputy Commissioner or the Settlement Officer to declare for valid reasons the whole or a portion of the service holding of a village servant to be an occupancy holding and to fix the rent to be paid for it.

(3) The custom of the district is that a tenant may not bring any waste land (gochar) under cultivation without first taking the landlord's permission. This custom which is recognised and embodied in the wajib-ul-arz, is commonly exploited and abused by bad landlords for the purpose of extorting nazrana from the tenants which in khalsa gaontiai villages is expressly prohibited in the wajib-ul-arz. What generally happens is that the landlord allows a tenant to break up land from the waste and then waits for a few years till the tenant has fully prepared his fields before he brings or threatens to bring a suit in the Civil Court for ejecting the tenant from those fields. The tenant is generally unable to prove a permission verbally given and he has no option but to compound with the landlord for a money payment or lose the land. I think there should be a limit, say two years, fixed in the law within which a landlord must bring any suit for ejectment of a tenant from newly broken land. Recently some landlords have brought suits in the Civil Court for ejecting tenants from newly broken land although the land was included in the tenant's holding during settlement and assessed to rent, and in some cases the Civil Court has had to decree the landlord's claim.

CHAPTER XV.

Conclusion.

78. *Financial results of the Settlement.*—The increase obtained in the land revenue of the district as the result of the revision is as follows :—

KHALSA.			Rs.
Actual revenue demand before revision	...	...	1,74,585
Actual revenue demand after revision	...	...	2,44,620
Increase in revenue demand	...	...	70,035
ZAMINDARIS.			
Total takoli payments of all the zamindaris of the district before revision.			25,720
Total takoli payments of all the zamindaris of the district after revision			59,460
Increase in takoli payments	...	...	33,740
Total increase of land revenue			1,03,775

79. *Cost of the operations.*—The revised budget sanctioned for the whole of the revision settlement operations amounted to Rs. 2,27,025. Against this provision the total expenditure on the settlement operations till the date of my making over charge, viz., 6th February 1926, amounted to Rs. 1,97,446-12-3. A saving of Rs. 29,578-3-9 was thus effected on the direct charges.

In addition to the above expenditure the following indirect charges were incurred :—

	Rs.	a.	p.
1. Cost of traverse survey, reproduction of blue and black prints and final copies of maps.	21,024	0	0
2. Cost of forms	3,877	7	8
3. Director of Land Records and Surveys' control charges.	5,916	0	0
4. Contributions for leave and pension	6,397	8	9
Total indirect charges	37,215	0	5
Gross total expenditure	2,44,661	12	8

The total receipts during the course of the operations including miscellaneous cash receipts and stamps were Rs. 16,344-14-0. If this amount is set off against the total expenditure the net expenditure would amount to Rs. 2,18,316-14-8 which would give a cost rate of 1 anna 9 pies per acre against 2 annas 1 pie per acre at Mr. Dewar's settlement.

The maintenance staff of Revenue Inspectors and Patwaris was employed wholly on the settlement operations (as in the previous settlement) from the 1st October 1921 to 30th September 1925. It is not the practice in the Central Provinces to include the amount of the maintenance budget in the cost of the settlement operations. The total expenditure from the maintenance budget during the above period was Rs. 2,37,027-13-7 against a budget allotment for the same period of Rs. 2,50,914 thus effecting a saving of Rs. 13,886-2-5.

80. *Charge.*—Mr. H. McPherson, Deputy Collector, was Settlement Officer for nine months from the beginning of the operations. I took over from him in July 1923 and I remained in charge till the close of the Settlement in February 1926, except for two months, August and September 1924, when I was on leave and Babu Uma Charan Das, Assistant Settlement Officer, acted as Settlement Officer.

81. *Acknowledgments.*—I owe a deep debt of gratitude to Messrs. Hubback and Tuckey for the valuable advice and guidance I received from them in every difficulty. The work was carried out all through in close consultation with the Deputy Commissioner and my special thanks are due to Mr. Lewis but for whose advice and help on many occasions it would have been difficult to push through the work so smoothly.

Of the officers who worked under me Babus Uma Charan Das, Satish Chandra Roy and Daityari Misra deserve special notice. The first named conducted some difficult enquiries with credit, and all three of them did valuable work in office. The other officers deserving of mention for their good work are Babus Indra Bilas Mukherji, Superintendent of Land Records, Sambalpur, and Joy Behari Padhi, an outsider Assistant Settlement Officer.

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APPENDICES.

APPENDIX A.

Comparative statement of Revenue demand for Khalsa.

Serial number.	Name of Tahsil.	At last settlement.		Before revision.		As now revised.		Percentage of increase (difference of columns 8 and 6 on column 6).	Remarks.
		Revenue assessed.	Actual revenue demand after exclusion of muada.	Revenue assessed.	Actual revenue demand after exclusion of muada.	Revenue assessed.	Actual revenue demand after exclusion of muada.		
1	2	3	4	5	6	7	8	9	
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Per cent.	
1	Bargrah Tahsil	1,15,368 8 0	1,04,416 8 0	1,13,148 12 0	1,04,024 12 0	1,41,907 2 0	1,33,110 0 0	68	
2	Sadr Tahsil	86,157 6 0	87,472 11 11	94,808 8 8	89,660 7 6	1,12,423 16 8	99,601 6 0	32	
	Total of the district	1,99,415 14 0	1,91,888 12 11	1,98,717 1 6	1,74,885 8 8	2,77,431 2 0	2,44,610 14 0	40	

APPENDIX B.

Comparative statement of Takoli payments of the Zamindaris.

Serial number.	Name of Zamindari.	At last settlement.					At present settlement.					Remarks.
		Total valuation of the estate including Sewal.	Kamil Janna.	Percentage of Kamil Janna on total assets.	Takoli payment.	Percentage of takoli on Kamil Janna.	Total valuation of the estate including Sewal.	Kamil Janna.	Percentage of Kamil Janna on total assets.	Takoli payment.	Percentage of takoli on Kamil Janna.	
1	2	3	4	5	6	7	8	9	10	11	12	
		Rs. a. p.	Rs.		Rs.		Rs. a. p.	Rs.		Rs.		
1	Barpali	19,567 12 0	11,700	60	2,600	22	26,865 2 0	17,325	60	6,020	40	
2	Bijapur	6,398 14 0	4,020	60	1,600	25	13,766 1 0	6,360	60	2,306	40	
3	Ghes	4,280 4 0	2,600	60	1,300	30	6,528 2 0	2,920	60	1,060	50	
4	Kharsal	2,865 4 0	2,020	60	860	43	5,107 7 0	2,070	60	1,685	50	
5	Paharsingra	850 2 0	500	59	300	40	1,628 8 0	895	60	500	50	
6	Bheron	6,169 10 0	3,700	60	1,700	46	8,322 2 0	4,925	60	2,495	50	
7	Mundomohul	465 6 0	275	59	120	44	672 16 0	325	60	265	50	
8	Fatkulanda	736 14 0	445	60	200	27	1,069 2 0	640	60	280	50	
9	Borsambar	38,408 8 0	22,815	59	2,600	37	66,648 8 0	32,767	60	21,505	40	
	Total of Bargrah Tahsil Zamindaris.	82,311 16 0	49,108	60	17,170	35	1,55,838 0 0	92,467	60	38,916	42	
1	Rajpur	2,076 10 0	1,085	52	500	28	4,712 1 0	2,520	60	1,190	40	
2	Rampur	8,479 14 0	4,664	55	2,000	43	16,225 5 0	9,730	60	4,668	50	
3	Kulabira	16,072 2 0	9,040	56	3,400	37	31,146 7 0	18,702	60	9,350	50	
4	Machhda	672 4 0	370	55	150	41	1,427 8 0	665	60	420	50	
5	Kodabaga	2,584 8 0	1,690	55	600	35	4,702 12 0	2,680	60	1,420	50	
6	Lakra	2,081 0 0	1,285	62	700	43	3,662 1 0	2,350	60	1,272	50	
7	Gachhoin Singh	2,525 6 0	1,254	50	600	41	5,311 15 0	2,730	60	1,765	50	
	Total of Sadr Tahsil Zamindaris	39,702 10 0	21,966	55	6,530	30	70,098 2 0	42,087	60	20,646	46	
	Total of Zamindaris of the district.	1,22,104 4 0	70,873	59	28,720	36	2,26,936 2 0	1,36,554	60	59,562	44	

N.B.—Percentage of increase in the Takoli payments of all zamindaris in the district, 181.

APPENDIX C.

Details of village area in acres.

Name of tahsil.	Occupied area.		Unoccupied area.					Total.		Remarks.
	At last settlement.	At present.	Groves.	Tree forest.	Scrub jungle and grass.	Under water, hills, roads, and <i>Sastis</i> .	Total.	At last settlement.	At present.	
3	3	4	5	6	7	8	9	10	11	12
Bargarh tahsil Khalsa ...	3,96,005	3,96,950	875	13,827	68,534	62,685	1,35,921	5,36,985	5,32,771	The decrease in village area in the khalsa portion is due to the fact that 10 square miles in Bargarh and 13 square miles in Sadr were made reserved forests after last settlement.
.. Zamindaris ...	3,75,787	4,81,373	307	55,891	97,485	47,189	1,00,963	5,60,798	6,62,258	
Total of the Bargarh tahsil ...	7,71,792	8,78,323	1,182	69,718	1,66,019	109,874	2,36,884	10,97,783	11,95,029	
Sadr tahsil Khalsa ...	3,63,985	2,33,676	1,638	46,328	82,536	42,012	1,72,568	4,76,373	4,66,444	
.. Zamindaris ...	1,48,503	1,72,905	838	87,428	66,950	26,475	1,81,681	3,46,412	3,54,136	
Total of the Sadr tahsil ...	5,12,488	4,06,581	2,476	1,33,756	1,49,486	68,487	3,54,249	8,22,785	8,20,580	
Grand total of the district ...	11,77,280	12,84,904	3,658	2,03,474	3,15,505	1,78,361	5,91,133	19,20,568	20,15,609	951 Sambalpur mahal.

N.B.—The figures in column 6 include old *fallow* area the total of which for the whole district is 140,537 acres.

APPENDIX D.

Area in acres under cultivation classed according to position.

Name of tahsil.	Pahal.		Berna.		Mal.		At.	Barabha (Irrigated).	Pa-l.		Increase in irrigation since last settlement.
	Irrigated.	Un-irrigated.	Irrigated.	Un-irrigated.	Irrigated.	Un-irrigated.			Irrigated.	Un-irrigated.	
3	3	4	5	6	7	8	9	10	11	12	13
Bargarh Khalsa ...	30,501	18,095	23,017	39,746	21,521	1,70,430	1,30,130	8,543	1,370	697	26,831
.. Zamindaris ...	21,780	24,048	12,480	30,132	14,084	1,13,935	2,34,513	3,765	1,037	1,820	27,665
Total of the Bargarh tahsil ...	52,281	42,143	35,497	69,878	35,605	2,84,365	3,64,643	12,308	2,407	2,517	54,496
Sadr Khalsa ...	26,700	16,374	18,383	34,572	15,753	89,792	68,396	3,641	1,647	1,521	10,062
.. Zamindaris ...	7,000	8,160	3,320	18,580	6,034	26,432	67,365	1,710	941	1,575	2,741
Total of Sadr tahsil ...	33,700	24,534	21,703	53,152	21,787	1,16,224	1,35,761	5,351	2,588	3,096	12,803
Grand Total of the district ...	85,981	66,677	57,200	1,22,030	57,392	3,00,589	4,00,404	17,659	5,000	5,613	67,300

APPENDIX E.

Cropped area classified according to crops.

Serial no.	Name of tahsil.	Rice.	Bengal-cane.	Til.	Cotton.	Urid and mung.	Kulihl.	Wheat.	Kodan and gujji.	Other crops.	Total.	Do crop
1	2	3	4	5	6	7	8	9	10	11	12	13
		Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1	Bargarh Khalsa	253,484	2,821	4,758	342	18,088	8,881	144	2,432	6,808	291,886	
2	.. Zamindaris	225,779	1,887	25,175	4,740	87,878	12,657	374	20,125	10,812	349,878	
	Total of Bargarh Tahsil	479,263	4,708	30,933	8,082	105,966	21,538	518	22,557	17,620	641,764	
3	Sadr Khalsa	199,089	1,050	11,184	190	14,494	9,108	118	4,832	8,775	245,790	
4	.. Zamindaris	100,054	579	9,468	848	8,309	9,287	14	6,466	4,268	126,479	
	Total of Sadr Tahsil	299,143	1,629	20,652	1,038	22,803	18,395	132	11,298	13,043	372,269	
	Grand Total of the district	778,406	6,337	51,585	9,120	128,769	40,933	650	33,855	30,663	1,014,033	

APPENDIX F.

Abstract of record-of-rights.

Serial no.	Name of tahsil.	Home farm land.						Occupancy land.				Total of occupancy area.	Service land.		Revenue in grains.	
		Bhogra	Bhogra bhog.	Sir.	Khudkast.	Total.	Percentage on total occupied area.	Held by Gountias.		Held by occupancy tenants.			Number of holdings.	Area.		Number of holdings.
								Number of holdings.	Area.	Number of holdings.	Area.					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
		Acres.	Acres.	Acres.	Acres.	Acres.			Acres.	Acres.	Acres.	Acres.	Acres.	Acres.		
1	Bargarh Khalsa	58,710	2,816	2,483	810	65,819	17	401	18,765	26,681	297,195	818,980	1,285	16,125	84	
2	.. Zamindaris	...	...	72,437	24,125	96,572	21	...	...	20,895	299,790	299,790	1,024	14,901	1,444
	Total of Bargarh Tahsil.	58,710	2,816	74,920	24,945	162,391	19	401	18,765	47,576	626,985	653,750	2,309	31,026	1,528	
3	Sadr Khalsa	37,012	716	2,176	2,615	43,719	15	423	11,239	26,808	224,065	224,304	1,061	14,078	70	
4	Sadr Zamindaris	...	...	24,436	2,587	27,023	19	...	...	12,740	120,494	120,494	681	6,187	681
	Total of Sadr Tahsil.	37,012	716	27,612	5,202	70,742	18	423	11,239	39,548	344,559	344,798	1,742	20,265	781	
	Grand Total of the district.	95,722	4,532	102,532	30,157	233,133	18	914	29,004	68,324	901,544	1,019,548	5,031	51,291	2,309	

Note—This total includes 188 acres of malikmahua lands in four villages—viz, Bargarh, Chakarkend, Baria, and Bardol.

APPENDIX G.

Detailed comparative statement of rent assessment.

Serial no.	Name of tahsil.	On home-farm holdings.		On occupancy holdings.		On mraaf holdings.	
		At last settlement.	As now settled.	At last settlement.	As now settled.	At last settlement.	As now settled.
1	2	3	4	5	6	7	8
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1	Bargarh Khalsa	30,008 2 0	48,801 18 0	1,15,519 9 0	1,03,068 4 0	541 2 0	731 1 0
2	.. Zamindaris	19,361 9 0	29,972 13 0	51,218 13 0	60,028 13 0	...	...
	Total of Bargarh Tahsil ...	49,369 10 0	78,774 10 0	1,67,038 5 0	1,63,097 0 0	541 2 0	731 1 0
3	Sadr Khalsa	22,599 4 0	29,057 13 0	86,757 0 0	1,18,061 16 0	379 0 0	514 12 0
4	.. Zamindaris	6,813 14 0	12,033 14 0	24,571 0 0	37,202 5 0	...	...
	Total of Sadr Tahsil ...	29,412 8 0	41,090 11 0	1,11,328 0 0	1,55,264 4 0	379 0 0	514 12 0
	Total of the district ...	78,781 18 0	1,19,865 5 0	2,78,366 5 0	3,18,361 4 0	920 2 0	1,245 13 0

Serial no.	Name of tahsil.	On service holdings.		Total assessment.		Incidence per acre.	
		At last settlement.	As now settled.	At last settlement.	As now settled.	At last settlement.	As now settled.
1	2	9	10	11	12	13	14
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1	Bargarh Khalsa	5,870 13 0	8,645 2 0	1,52,234 9 0	2,10,234 4 0	0 6 4	0 6 9
2	.. Zamindaris	3,193 4 0	7,598 7 0	75,773 8 0	1,16,288 0 0	0 3 4	0 4 1
	Total of Bargarh Tahsil ...	9,063 7 0	16,243 9 0	2,28,008 1 0	3,26,522 4 0	0 4 10	0 6 3
3	Sadr Khalsa	6,461 4 0	8,074 13 0	1,16,216 8 0	1,48,299 8 0	0 6 11	0 6 6
4	.. Zamindaris	3,527 13 0	5,511 15 0	36,443 10 0	53,346 3 0	0 3 11	0 4 11
	Total of Sadr Tahsil ...	9,988 7 0	13,585 18 0	1,52,659 8 0	2,01,645 1 0	0 6 10	0 7 2
	Total of the district ...	19,051 14 0	29,828 17 0	3,80,667 9 0	5,28,167 5 0	0 6 2	0 6 7

APPENDIX H.

Agricultural stock list.

Serial No.	Name of tahsil.	Bullocks.	Bulls.	Cows.	Buff buffaloes.	Cow buffaloes.	Young stock (including buffalo calves).	Sheep.	Goats.	Horses and ponies.	Ploughs.	Carts.
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Bargarh Khalsa ...	70,407	508	27,611	14,128	1,183	27,187	4,001	4,729	103	41,700	10
2	.. Zamindari ...	18,695	440	41,973	13,206	3,717	30,689	4,363	8,719	275	28,800	9
	Total of Bargarh Tahsil ...	1,29,102	967	69,584	27,334	4,870	56,866	8,044	14,448	430	77,002	19
3	Sadr Khalsa ...	62,708	212	28,865	8,089	2,001	26,376	2,804	11,527	168	26,131	1
4	.. Zamindari ...	27,380	81	16,862	8,880	681	14,063	1,070	6,848	88	16,808	1
	Total of Sadr Tahsil ...	80,958	274	44,437	13,912	2,668	40,439	4,874	18,135	276	31,437	2
	Grand Total of the district	2,10,060	1,331	1,14,021	41,246	7,538	1,06,305	13,718	32,583	614	1,29,139	21

APPENDIX I.

Correspondence regarding the modification of settlement procedure in the district of Sambalpur.

I.

No. 219, dated Sambalpur, the 13th February 1923.

From—Khan Bahadur MUHAMMAD HAMID, Settlement Officer, Sambalpur,

To—The Director of Land Records and Surveys, Bihar and Orissa.

I have the honour to submit the following report on the results of the enquiries made by me at Nagpur and Chanda where I was deputed to study the Central Provinces Settlement procedure :—

2. I arrived at Nagpur on the 2nd February 1923, as desired by the Settlement Commissioner, Mr. J. F. Dyer, J.L.C.S. On that date, and on the 3rd I attended the Settlement Commissioner's office and discussed various matters with him. On the 4th I went to Chanda under Mr. Dyer's advice, and from the 4th to the 7th I spent at Chanda. There are two Settlements at Chanda—Chanda West and Chanda East. The former has just closed its operations having taken 4½ years to finish 1,445 villages. The Settlement Officer, Mr. R. S. Thakur, personally explained the whole procedure to me and gave me every facility in my enquiries. The Chanda East Settlement has to deal with 1,555 villages in a three years' programme; the greater part of the tract is Zamindari where the Settlement Officer has not to inspect the villages personally and rents are settled by consent between the Zamindar and the tenants under the new Central Provinces Tenancy Act. The Settlement Officer, Rao Sahib D. L. Swamy, was touring in a remote part of the district—two days' journey from headquarters—and I could not find time to meet him in camp. But I spent a day in his office at Chanda and studied the working of the statistical branch.

3. I have brought away a mass of notes and papers which I hope to find very useful in my work here and my only regret is that it was not possible to depute the Settlement Officer of Sambalpur to the Chanda Settlement for training before the operations here were started. In this letter I submit three proposals for your consideration and I request that orders may be passed on them as soon as possible to enable me to start the statistical branch.

(1) *Settlement Officer's inspection of villages.*—In the Central Provinces the Settlement Officer inspects every village in the khalsa area personally. His inspection is mainly directed to a check of field classification and he examines the soil of those fields which the Assistant Settlement Officer has noted that the Settlement Officer should see. If there is no such note the Settlement Officer just passes through the village and goes on to the next. The classification is entirely a soil classification in which the chances of error are large and the Settlement Officer has to turn up the sod of each field which he inspects in order to be sure about its classification. In Sambalpur the classification is purely a position classification in which the chances of error are very small; the field staff are all local men who are thoroughly familiar with the system of classification and the Assistant Settlement Officers are either local men or have served for many years in this district. In these circumstances I submit that there is not in this district the same necessity for the Settlement Officer's personal inspection of each village as in the Central Provinces, and I propose that the old practice be considerably relaxed. There are nearly 1,000 villages in the khalsa portion of the district and if the programme is to be finished in 1925, as proposed, I could not inspect more than 25 per cent. of the villages in all. If the senior Assistant Settlement Officer, Baba Uma Charan Das, is also specially empowered to make village inspections, the percentage might be raised to 40. I would vary the percentage from group to group according to necessity. In the Zamindari area, I would continue the old practice (followed at the last Settlement) according to which the Settlement Officer toured through the zamindari, to get an idea of the local conditions and did not have to make any regular village inspections.

(2) *Reports to be submitted to Government.*—In the Central Provinces the following reports are submitted by the Settlement Officer :—

KHALSA.

- (1) Forecast report for district with figures by Tahsils.
- (2) Group rent rate and assessment reports.
- (3) Summarised Tahsil reports showing only differences from the forecast.
- (4) District final report, on which Government confirms the Settlement.

ZAMINDARI.

- (1) Forecast as above.
- (2) Takoli report for each zamindari.
- (3) Tahsil reports as above.
- (4) Final report.

All these reports are submitted to the local Government through the Settlement Commissioner and with the group rent rate and assessment report are submitted mahalwar statements with the Settlement Officer's notes on all villages of the group. The Settlement Commissioner also notes on each mahalwar statement regarding the suitability of the proposed unit rate. I submit for your perusal a copy of the rent rate and assessment report of the Chanda group and also a copy of the mahalwar statement of village Ghugus of that group. The procedure is very elaborate and it should be considered whether it is necessary to insist on this report. The impression I gathered at Nagpur and Chanda was that the Central Provinces authorities had realised that their very elaborate procedure with its multiplicity of reports and statements was not necessary or suitable in many tracts and this had led them to introduce the simplified procedure of assessment described in Settlement instruction no. XVI, under which the Settlement Officer is left to fix rents without having to take the previous orders of Government in every village. This is also in consonance with the practice followed in the rest of this province. In Sambalpur the rents are extraordinarily low in pitch and generally small in amount; the object aimed at is to secure an enhancement of 25 per cent. on the whole, and it does not seem to me necessary to follow the very elaborate procedure of the Central Provinces in the matter of reports. In the circumstances, it should be considered whether the group rent rate and assessment report should not be discontinued. All necessary information will be submitted to Government in the summarised report (no. 3 of the above list) and any modification ordered by Government can easily be made before announcement.

(3) *Working of the Statistical branch.*—The Central Provinces authorities have modified the old jamabandi (Khatian) form, adding five new columns as under :—

Rental calculations not part of record-of-rights.

Soil class.	Area.	Rate per acre.	Deducted rent.	Proposed rent.
1	2	3	4	5

This does away entirely with the Raiyatwari Abstract (which has been abolished in the Central Provinces) and effects a great saving of time and expense. I propose to follow a similar procedure and make the rental calculations on the working or attestation Khatian adding the following four columns :—

Number of soil units in the holding.	Soil unit rate.	Deducted rent.	Proposed rent.
1	2	3	4

It was suggested to me by Mr. Thakur at Chanda that I should borrow a Superintendent of the statistical branch from the Central Provinces to organise and train the staff here for a few months. I have enquired from Mr. Dyer whether he will be able to let me have an officer and on receipt of his reply, I shall go up for sanction.

Messrs. Dyer and Thakur were very kind and helpful to me and I suggest that they should be thanked officially for the help and facilities they afforded me.

II.

No. 831, dated Patna, the 19th February 1923.

From—A. D. TUCKER, Esq., I.C.S., Offg. Director of Land Records and Surveys, Bihar and Orissa,
To—The Settlement Officer of Sambalpur.

With reference to your letter no. 219, dated the 13th February 1923, I have the honour to state that I am sending up the proposals for sanction on the lines of your report. I am proposing that the reports to be submitted should be three:—

- (1) A Tahsil preliminary report.
- (2) A Tahsil rate report (summarised) to be submitted after the statistical work is done, on which orders are to be obtained before announcement.
- (3) A district final report, on which Government confirms the settlement.

The preliminary report should, I think, be continued on the lines of that submitted for Bargarh tahsil though the other preliminary reports may be made a good deal briefer. You have not made any proposal for its alteration. I think that the reports for the Bargarh Zamindaris and Sambalpur Khalsa should be submitted as soon as possible while that for Sambalpur Zamindaris may wait till next December after attestation has started. I request that you will let me have your opinion as to the form of the Tahsil rent rate report which should, without being elaborate, give, as you say, necessary information showing what variations have been made from the proposals sanctioned and what the total increase in rent will be.

With regard to your proposal for the working of the statistical branch by abolishing the raiyatwari abstract and doing the calculations on the khatian, which I am recommending I have to ask how you intend to add the proposed four columns to the attestation khatian. Will you be able to do this with a rubber stamp? This would seem to be the simplest method if there is room in the khatian.

III.

No. 421, dated Sambalpur, the 24th March 1923.

From—Khan Bahadur MUHAMMAD HAMID, Settlement Officer, Sambalpur,
To—The Director of Land Records and Surveys, Bihar and Orissa.

With reference to your letter no. 831, dated the 19th February 1923, I have the honour to report as follows:—

(1) As regards the form of the preliminary reports now to be submitted I think that the only portion which can be omitted is the introductory paragraphs of the preliminary report for the Bargarh Tahsil submitted by my predecessor last year, in which he gave a history of the previous settlements and a general description of the district. On all the other heads of that report I am afraid something will have to be said in the reports now to be submitted.

(2) As regards the preliminary report for Sambalpur Khalsa I have only seen two groups which are under attestation during this season and I should like to see more of the Tahsil in the early part of the next field season when all the attestation camps will be working there, before I submit the preliminary report for it. I therefore request your permission to submit the preliminary reports for Sambalpur Khalsa and Sambalpur Zamindaris in the beginning of 1924. The preliminary report for the Bargarh Zamindaris will be submitted during May next.

(3) As regards the form of the summarised Tahsil report (showing differences from the forecast) I find that in the Chanda Settlement this report comprises the following heads:—

Position of the Tahsil, general description, rainfall, population, communication and trade, prices, value of land, soils and soil factors, cultivation, cropping, occupied area, history of rents, malguzars, tenants, rental enhancement, valuation of home-farm, sewai, revenue malikana and period of settlement. It will be seen that all the heads except the last six merely repeat the information and figures already submitted in the preliminary report and which will be included in their final form in the District Final Report. It seems to me quite unnecessary to include these heads in the summarised Tahsil report which I would confine strictly to showing the variations from the proposals sanctioned and the total increase in rent. This is now proposed to be done in the Central Provinces and the Settlement Commissioner at Nagpur told me in a discussion on this point that the summarised Tahsil report could very well be condensed into a page and a half of printed matter. I propose that the summarised Tahsil report should be a brief general report for which it is not necessary to prescribe any heads.

(4) As suggested in the last paragraph of the letter under reply I have obtained rubber stamps for adding the proposed four columns to the attestation khatian and I think it will work very well.

IV

No. 890, dated Patna, the 21st February 1923.

From—A. D. TUCKER, Esq., I.C.S., Offg. Director of Land Records and Surveys, Bihar and Orissa,

To—The Secretary to the Board of Revenue, Bihar and Orissa.

I have the honour to address you on the subject of certain matters connected with the Settlement procedure in Sambalpur. The Settlement Officer has now returned from his visit to Nagpur and Chanda where he went to study the Central Provinces system, and has submitted a report asking for early orders on three points. These are (1) The Settlement Officer's village inspections, (2) Assessment reports to be submitted to Government, (3) Working of the statistical branch (raiayatwari).

I enclose a copy of the report with the enclosures in original which may kindly be returned when done with.

(1) The Settlement Officer's village inspections.—The present rules for village inspections are contained in Articles 178 to 181 of the Central Provinces Settlement Code. It is prescribed that every village will be inspected before assessment by the Settlement Officer or by one of his assistants specially authorised by the Settlement Commissioner to make village inspections. In Article 180 a list is given of matters which should receive special attention at inspection. As I explained in paragraph 10 of my last inspection note all these matters have already been dealt with by the Assistant Settlement Officer and embodied in his village note and the Settlement Officer's work is really to check that of the Assistant Settlement Officer. The Settlement Officer now reports that in the Central Provinces the Settlement Officer's inspection is mainly directed to a check of soil classification; in Sambalpur there is no soil classification but a position classification; and this classification has not been done on any new principles but follows exactly those of last settlement so that there is not very much likelihood of serious error.

Again in Sambalpur the rents are so low that the present elaborate system of classification is hardly necessary, and was retained mainly because the people were said to be used to it. There is no fear of any raiyat being assessed to a rent which he would be unable to pay. I have explained in my inspection note referred to my ideas of how the inspection work of the Settlement Officer should be done, and I think that it will be quite sufficient if 25 per cent of the villages in the Khalsa area are inspected by him. In the zamindari area inspection should I think be done by the Settlement Officer in the eight zamindaris which lie in the Bargarh plain and in which the same classification system is in force as in the khalsa area (see paragraph 151 of Dewar's Final Report). As, however, the rents in these zamindaris are lower than in the khalsa area, a 10 per cent inspection would be sufficient. In Borasambar and the zamindaris of the Sambalpur Tahsil which are more jungly and in which either a simpler classification was used, or a summary settlement was made, I recommend the acceptance of the Settlement Officer's proposal that he should not have to make any regular village inspections. I do not think that it is necessary to raise the percentage of inspection of villages in the khalsa area to 40 by empowering Babu Uma Charan Das to make village inspections. This would mean that he would not be able to do the other work allotted to him and would raise the cost of the settlement. If the Settlement Officer found that the work of any of his officers was bad and that it was necessary that a larger percentage of the villages attested by him should be inspected, Babu Uma Charan Das could be empowered to make a further check in that area.

(2) Reports to be submitted to Government.

At the last settlement of Sambalpur the following reports were submitted —

(i) Inception report for the district, in which it was proposed that an enhancement of 50 per cent should be aimed at.

(ii) Preliminary assessment report for each tahsil, or tahsil report (Settlement Code, Article 196).

(iii) Rent rate report for each group, or group report (Settlement Code, Article 203).

(iv) Assessment report for each group (Settlement Code, Article 234). On each of these reports the Settlement Commissioner wrote a memorandum, and Government passed orders. The amount of work involved in these reports and the enormous mass of writing produced can be seen in the four stout volumes of the annexure to Dewar's final report. For the khalsa area of the Bargarh tahsil alone, the total result is 688 printed foolscap pages.

The present procedure in the Central Provinces is, as can be seen from the Settlement Officer's report, only slightly less elaborate. Such detailed reports do not appear to me to be at all necessary in Sambalpur and are certainly out of consonance with what is done in the rest of this province. There was no forecast report in the present settlement, as explained in my letter submitting the tahsil report for Bargarh. This tahsil report proposed an enhancement of 25 per cent on the rates of the previous settlement and this has been approved. The group system in Sambalpur I have discussed in that letter (paragraph 13); it is quite artificial and is not of much use. The lines on which the assessment is to be made have already been determined to some extent by sanction to an enhancement in rates instead of to a total enhancement, for presumably that principle will be applied to the whole district.

As there has been no forecast report the tahsil preliminary report should be continued. It would be considered a grievance if the consultation of non-officials on this report was stopped. I recommend that the group rent rate and assessment report should be abolished and that the reports should consist of:—

(i) Tahsil preliminary report. This has already been submitted for Bargarh tahsil (Khalsa) and should now be sent up, though in a briefer form, for Bargarh tahsil zamindaris and for Sambalpur tahsil khalsa, and will be due in December 1923 for Sambalpur Tahsil zamindaris.

(ii) A Tahsil rent rate report (summarised), to be submitted after the statistical work is done, on which orders are to be obtained before announcement.

(iii) A district final report on which Government confirms the settlement.

The form of the Tahsil rent rate report will be considered after a further reference to the Settlement Officer but it need not be elaborate. This report has to be sanctioned by the Board, under section 52 of the Land Revenue Act, 1881, and should be submitted through the Director of Land Records. I do not, however, think it is necessary that it should be submitted through the Commissioner. It is essential that orders should be received promptly in order that the announcement may be made according to the programme.

(iv) Working of the statistical branch. The Raiyatwari Abstract is described in Article 176 (3) of the Settlement Code. This has now been abolished in the Central Provinces, as the Settlement Officer reports and the work is done in the khatian itself. The Settlement Officer proposes to do this work on the working or attestation khatian by the addition of four columns showing (1) the number of soil units in the holding, (2) the soil unit rate, (3) the deduced rent, and (4) the proposed rent. This proposal may be approved. The calculations for rent settlement are done on the khatian in a similar manner in the Santal Parganas and the procedure is suitable to a rent settlement which is made under the orders of Government, though not to one which is made in a legal proceeding on application.

Finally I endorse the suggestion that Messrs. Dyer and Thakur, the Settlement Commissioner of the Central Provinces and the Settlement Officer of Chanda, should be thanked officially for help they have given to the Settlement Officer of Sambalpur, and I request that very early orders may be issued on these three points.

V.

No. 17-64—2, dated the 16th March 1923.

From—The Secretary to the Board of Revenue, Bihar and Orissa,

To—The Secretary to the Government of Bihar and Orissa, Revenue Department.

SUBJECT.—Modification of settlement procedure in the district of Sambalpur.

I am directed to submit for the consideration and early orders of Government a copy of letter no. 880, dated the 21st February 1923, from the Director of Land Records and Surveys (with the original reports of the Settlement Officer of Sambalpur) on the subject noted above with the following observations of the Board.

2. The existing procedure in Sambalpur is unnecessarily elaborate and complicated and no useful purpose is served, in the Board's opinion, in prolonging the settlement operations. The Director of Land Records has given full reasons to support his proposals for shortening the procedure. The quality of the work will not, in the Board's opinion, be in any way affected by the curtailment of the procedure as suggested by the Director. Even with the proposed modifications the procedure in Sambalpur will be more elaborate than in the rest of the province and the justification for maintaining the distinction seems to be that the district has been long used to a particular system and a sudden change in the system may be looked upon as a grievance.

3. In the circumstances the Board fully supports the Director of Land Records' proposals. It, however, feels doubtful about the advisability of entirely dissociating the Commissioner from the channel of correspondence. The Director of Land Records proposes that the Tahsil reports should be submitted direct to the Board through the Director of Land Records and Surveys and not through the Commissioner as under the present procedure. In a backward district like Sambalpur with a large aboriginal and semi-aboriginal population it may be of advantage to keep the local officers in close touch with the Settlement and the Board would suggest that a copy of the report should be sent to the Commissioner simultaneously for any opinion he may wish to express to the Board.

4. The Board cordially endorses the Director of Land Records and the Settlement Officer's suggestion that Messrs. Dyer and Thakur, the Settlement Commissioner of the Central Provinces and the Settlement Officer of Chanda, should be thanked officially for the help they have given to the Settlement Officer of Sambalpur.

5. It is requested that the original enclosures may be returned.

VI.

No. 3868-B.—S.76, dated Patna, the 10th April 1923.

Order by—The Officiating Under-Secretary to the Government of Bihar and Orissa, Revenue Department.

REFERENCE.—Letter no. 17-64—2., dated the 16th March 1923, from the Secretary to the Board of Revenue, Bihar and Orissa.

SUBJECT.—Modification of settlement procedure in the district of Sambalpur.

ORDER.—Government accept the Director of Land Records and Surveys' proposals subject to the modification suggested by the Board in paragraph 3 of its letter.

No. 3869-B., dated Patna, the 10th April 1923.

Memo. by—The Officiating Under-Secretary to the Government of Bihar and Orissa, Revenue Department.

Copy forwarded to the Secretary to the Board of Revenue, Bihar and Orissa, for information of the Board.

2. As requested in paragraph 4 of the Board's letter, an official letter conveying thanks of Government to the Settlement Commissioner of the Central Provinces and the Settlement Officer of Chanda is being issued to the Central Provinces Government for the assistance they have given to the Settlement Officer of Sambalpur.

3. The original enclosures are returned herewith

APPENDIX J.

Papers regarding Rent Settlement in Sambalpur.

I.

Note on the discussion on the Settlement Officer, Sambalpur's proposal regarding the assessment of the khalsa groups of Bargarh Tahsil.

PRESENT :

Mr. Morshead, Member of the Board of Revenue, Bihar and Orissa.

Mr. Hubback, Director of Land Records and Surveys, Bihar and Orissa.

Mr. Dain, Secretary to the Government of Bihar and Orissa, Revenue Department.

Mr. Lewis, Deputy Commissioner of Sambalpur.

Khan Bahadur Muhammad Hamid, Settlement Officer of Sambalpur.

(Mr. Dain stated that while ready to join in the discussion, he was not in a position to give his views on the subject to be discussed, and therefore his concurrence in the conclusions reached cannot be assumed.)

1. The question of putting an assessment on old fallow was first considered. It was noticed that old fallow (i.e. land fit for cultivation but uncultivated for the last three years) amounts to about 13½ per cent. of the total occupied area of the district, while in Bargarh khalsa itself the percentage is nearly 18. Mr. Hamid stated that very occasionally land, which was practically unculturable, i. e. rock outcrops, had been recorded as old fallow. Mr. Lewis said that there was some ground for the statement that raiyats had deliberately left land fallow in the hope of thereby avoiding assessment. He also pointed out that if raiyats abandoned land because it was assessed the landlord might have difficulty in resettling it or cultivating it himself and yet could not get his own land revenue demand reduced. After considering these aspects of the matter the conference agreed that there was no hardship to any one in putting an assessment of from one to two annas an acre on old fallow in occupation of raiyats, which is what the Settlement Officer's proposal to assess at the lowest rate for "at" (upland) amounts to. In the recent settlements in the Central Provinces this practice has been followed, while there are precedents for bringing under assessment classes of land which were previously unassessed in Palamu and the Kolhar, where in the earlier settlements upland was left unassessed.

2. The second point was the manner in which the range of soil unit rates should be selected for a group of villages. The general increase of soil unit rates by 25 per cent. has already been accepted by Government. If applied rigorously this enhancement would of course raise the soil unit rate of each village precisely by 25 per cent. and would at the same time produce a much larger enhancement in villages where cultivation has materially expanded and where cultivated land has improved in class or where both factors have operated. Mr. Tuckey in paragraph 13 of his letter no. 615-T., dated 2nd September 1922, quoted instructions issued to the Settlement Officer, at the instance of the Hon'ble Mr. McPherson, that "in assessment, so far as possible and equitable, the village rates should be brought within a closer range than they are now, and that the number of different rates should be reduced". Following these instructions the Settlement Officer has proposed in the Tamparsara group, that in lieu of soil unit rates ranging from '55 of an anna to '90 of an anna by differences of '05 (eight different rates) he should adopt soil unit rates ranging from '70 of an anna to 1'10 of an anna by differences of '10 (five different rates).

3. The conference doubted whether the number of rates could be reduced in this manner without inequity to those villages where the result of applying a 25 per cent. increase of rate and then taking the nearest of the series '70, '80, etc.; to 1'10 would be an enhancement of rate much exceeding 25 per cent.

4. Though the figures were not before the conference I add here a statement which explains the point. The soil unit rates proposed by Mr. Dewar in his rent-rate reports for the ten groups in Bargarh khalsa (vide pages 42, 140, 200, 251, 333, 405, 475, 524, 523 and 628 of volume III of the annexures to the Sambalpur Settlement Report) ranged from '25 to 1'00. They seem to have been modified slightly by higher authorities, for example the highest rate of '95 was cut out from Tamparsara group. But these modifications do not affect the question. I show below alternative methods of fixing new rates, which give approximately an increase of 25 per cent.

Existing rate.	Existing rate increased by 25 per cent.	Percent of the series proceeding by intervals--		Percentage of enhancement given by--	
		of (A) '08.	of (B) '10.	(A)	(B)
1	2	3	4	5	6
.25	.3125	.30	.30	30	30
.30	.3750	.35	.40	17	33
.35	.4375	.45	.40	39	14
.40	.5000	.50	.50	25	25
.45	.5625	.55	.50	23	33
.50	.6250	.60	.60	30	20
.55	.6875	.70	.70	27	27
.60	.7500	.75	.70	25	17
.65	.8125	.80	.80	23	23
.70	.8750	.85	.90	21	30
.75	.9375	.95	.90	16	20
.80	1.0000	1.00	1.00	25	25
.85	1.0625	1.05	1.10	23	29
.90	1.1250	1.10	1.10	22	23
.95	1.1875	1.20	1.20	26	26
1.00	1.2500	1.25	1.20	25	20
16 different rates.		16 different rates	10 different rates		

5. It will be seen that both (A) and (B) necessarily result in apparently large variations from the normal increase of 25 per cent. and that these variations do not on the whole go in the direction of equalizing rates. But when it is considered that the rents in Sambalpur are very low the variations are not so formidable as they look. On second thoughts, though I accepted the view of the conference that to reduce the number of different rates might be inequitable, I am now not satisfied that this is so. In fact I now feel that even more might be done to reduce the number of different rates and to equalize them within the Tahsil. The highest soil factor for any class of land adopted in Mr. Dewar's settlement and again in this settlement is 38 and the lowest 2. The average land, which is of course a pure abstraction, contains about 10 soil units, seeing that the arithmetical mean of the unit rates is .625 of an anna and the average rate per acre for all classes of land is 6 annas 1 pie in Bargarh khalsa. Taking for simplicity of calculation the highest soil factor at 40 instead of 38, and examining the result of reducing the different rates to 8 ranging from .40 to 1.10 I get the following results:—

Old soil unit rate.	Proposed new soil rate (C).	Rent in annas per acre of land containing 40 soil units.	
		By enhancement of exactly 25 per cent.	By applying the rate in column B.
1	2	3	4
.25	.40	12.5	18
.30		15	
.35	.50	17.5	20
.40		20	
.45	.60	22.5	24
.50		25	

Old soil unit rate.	Proposed new soil rate (C).	Rent in annas per acre of land containing 40 soil units.	
		By enhancement of exactly 25 per cent.	By applying the rate in column 2.
1	2	3	4
.65	.70	37.5	38
.60		30	
.65		32.5	
.70	.80	36	32
.75		37.5	
.80	.90	40	36
.85		42.5	
.90	1.00	45	40
.95		47.5	
1.00	1.10	50	44

6 This shows that proposal (C) would mean that no raiyat would have to pay more than 3½ annas per acre, for the best class of land, above what the strict application of the 25 per cent. enhancement would produce, while in all villages where the last settlement soil unit rate was .65 of an anna or more as well as villages where it was either .50 or .60 he would actually pay less than the 25 per cent. enhancement. For the average class of land containing 10 soil units the highest difference from the normal would be less than one anna an acre. I submit that this is certainly not inequitable.

7. The only other question is whether to adopt proposal (C) is likely to cause a serious loss to revenue. Nothing but a complete calculation for the whole tract can show precisely what the loss would be, but an approximation may be obtained in the following manner.

The arithmetical mean of all the different rates for Bargara khalsa is .625 annas an acre. This, raised by 25 per cent., comes approximately to .78. The arithmetical mean of the rates of proposal (C) is .75. The loss will therefore be approximately 4 per cent. In group Tamparsara for which details have been worked out, the percentage of increase, including that resulting from expansion of cultivation and from improvement in class, is 38. By adopting proposal (C) this will probably come down to about 36½, which is still a very substantial increase.

8. I regret that I was not able to put this analysis before the conference, but as the detail of this part of the proposal was left to me to work out I feel it is open to me to indicate my change of view.

9. The last point before the conference was the proposal of the Settlement Officer to limit individual enhancements more closely than had been proposed in my inspection note of June 1923. These are compared below:—

	My proposal.	Settlement Officer's proposal.
A class tenants	100 per cent.	75 per cent.
B " "	75 " "	50 " "
C " "	33 per cent. to 50 per cent.	33 " "
D and E class tenants	25 per cent.	25 " "

The enhancement in group Tamparsara, adopting my proposal, would be 38 per cent., and in one village as much as 65 per cent. The conference considered this was too much, and agreed to Settlement Officer's proposal. It seems probable that the result of adopting proposal (C) as regards soil unit rates and the Settlement Officer's proposals as regards limitation of individual enhancements, will be to reduce the enhancement in each group to something close to 30 per cent.

J. A. HUBBACK,
 Director of Land Records and Surveys,
 Bihar and Orissa.

Notes by the Hon'ble Sir Hugh McPherson, Revenue Member of the Government, dated the 29th September, 1923.

2. I have always thought that the classification of lands and methods of assessment in Sambalpur are far too elaborate and intricate, so intricate that they cannot possibly be intelligible to the ordinary cultivator. The system is described in paragraphs 26—35 of my review (as Director of Land Records, Bengal) of Mr. Dewar's Settlement report of 1906. There are 30 classes of land in Sambalpur and there are 16 varieties of rent pressure units with the result that there are over 500 different rates of rent within a range of about Rs. 2 to one anna! Compare this with the classification and assessment of typical tracts throughout Chota Nagpur and the Santal Parganas where though the configuration of the country is of much the same description it has been found possible to do with three or four classes of rice land and two or three classes of upland.

3. If I had been dealing with the problem of Sambalpur revision from the beginning as Settlement Officer, I should have been much tempted to have knocked on the head the elaborate and largely fictitious system which now obtains and to have introduced simpler methods on the lines of those that we are accustomed to in other parts of the province, methods moreover which would have been intelligible to the tenantry. I cannot think that any of them understands the jargon of soil-unit factors and rent-pressure units which form the scaffolding of the existing assessment.

I will indicate below how I should have gone about the problem, because this may be useful to future Settlement Officers and Directors, and it can also be considered whether any approach to the object in view (assuming that is desirable) is possible at the stage of preparation now reached in the Sambalpur operations.

4. Mr. Hubback has shown in the longer of his two notes that taking into account the acreage to which different units of rent pressure were applied in the last settlement the average unit is $\cdot 6345$ of an anna. We have decided that there is to be a general enhancement of 25 per cent. in the Sambalpur rates on the ground of rise in prices.

$\cdot 6345 \times 1.25 = \cdot 7931$. This is as nearly as possible $\cdot 8$. If we now take Mr. Dewar's different classes of land with soil-unit factors and apply a rent pressure unit of $\cdot 8$, we get the rates of rent in annas per acre shown in column 3 of the statement below. If we next eliminate small differences and take for our standard rates of average rent the nearest multiple of four annas, we get the rates mentioned in column 4.

Class of land in Mr. Dewar's settlement.	No. of soil units in each class.	Rent per acre in annas adopting rent pressure factor of $\cdot 80$.	Rate of rent at nearest multiple of four annas.
1.	2.	3.	4.
RICE LAND.			
Bahal I Khari Pani	38	30.4	2 0 0
„ Khari	34	27.2	1 12 0
„ Pani	34	27.2	1 12 0
„ Ordinary	28	22.4	1 8 0
Bahal II Khari Pani	32	25.6	1 8 0
„ Khari	28	22.4	1 8 0
„ Pani	28	22.4	1 8 0
„ Ordinary	25	18.4	1 4 0
Berna I Khari Pani	27	23.6	1 8 0
„ Khari	24	19.2	1 4 0
„ Pani	24	19.2	1 4 0
„ Ordinary	16	15.2	1 0 0
Berna II Khari Pani	25	20	1 4 0
„ Khari	21	16.8	1 0 0
„ Pani	21	16.8	1 0 0
„ Ordinary	16	12.8	0 12 0

Class of land in Mr. Dewar's settlement,	No. of soil units in each class,	Rent per acre in annas, adopting rent rate sure factor of '80.	Rate of rent at nearest multiple of four annas.
1	2	3	4
		Annas.	Rs. a. p.
Mal Samsu Khori Pani	20	16	1 0 0
„ Khari	17	13 6	0 12 0
„ Pani	17	13 6	0 12 0
„ Ordinary	10	8	0 8 0
Mal Tikra Khari	11	8 8	0 8 0
Ordinary	7	5 6	0 4 0
NON-RICE LAND.			
Upland near village	4	3 2	0 4 0
Upland ordinary (At)	2	1 6	0 2 0
			A multiple of 2 annas has been taken for this large class.
Sugarcane land near village or tank	50	40	2 8 0
Sugarcane Ordinary	38	30 4	2 0 0
Bari or garden Khari pani	25	20	1 4 0
„ Khari	20	16	1 0 0
„ Pani	20	16	1 0 0
„ Ordinary	10	8	0 8 0

5. We now find we are reduced to 8 rates for rice land, 2 rates for upland, 2 rates for sugarcane land and 3 rates for Bari or garden adjoining homesteads, a total of 15 rates and classes. These rates are reproduced in column 2 of the statement below, to which I have added two columns, in order to show how they might be varied for superior and inferior villages respectively. In the Chota Nagpur and Santal Parganas areas to which we are accustomed, the difference between a superior and an inferior village is marked by the greater or less proportion of the better classes of lands to the prorer, the classification of lands being carried out as far as possible according to uniform standards, and where the rates of rent are low as they are in Sambalpur it seems hardly necessary to take other factors into account. In order, however, to avoid a complete break from previous Sambalpur methods, one might allow a differentiation of rates between (a) average villages, (b) inferior villages and (c) superior villages. The differentiation might take the form of a reduction or addition respectively of 4 annas in the rupee from the standard rates to accommodate them to inferior and superior villages. We should thus get the rates shown in the columns 3 and 4 of the statement below :—

Class of land.	Standard rates.	Inferior villages.	Superior villages.
1	2	3	4
RICE LAND.			
	Rs. a. p.	Rs. a. p.	Rs. a. p.
1st class	2 0 0	1 8 0	2 8 0
2nd „	1 12 0	1 5 0	2 3 0
3rd „	1 8 0	1 2 0	1 14 0
4th „	1 4 0	0 15 0	1 9 0
5th „	1 0 0	0 13 0	1 4 0
6th „	0 12 0	0 9 0	0 15 0
7th „	0 8 0	0 6 0	0 10 0
8th „	0 4 0	0 3 0	0 5 0

Class of land.					Standard rates.	Inferior villages.	Superior villages.
1					2	3	4
UPLAND.					Rs. a. p.	Rs. a. p.	Rs. a. p.
1st class	...	...	...	...	0 4 0	0 3 0	0 5 0
2nd "	...	...	...	...	0 2 0	0 1 6	0 3 6
SUGARCANE.							
1st class	...	...	...	...	2 8 0	1 14 0	3 2 0
2nd "	...	...	...	...	2 0 0	1 8 0	2 8 0
BARI OR GARDEN.							
1st class	...	...	...	...	1 4 0	0 15 0	1 9 0
2nd "	...	...	...	...	1 0 0	0 12 0	1 4 0
3rd "	...	...	...	...	0 8 0	0 6 0	0 10 0

One might go further and introduce finer shades of differentiation by having a class between column 2 and column 3 and another class between column 3 and column 4, in which the difference would be measured by two annas in the rupee of the standard rates instead of four annas, but with rates as low as the Sambalpur rates I do not think that further differentiation is required.

6. Twenty-five years ago when prices were about 50 per cent. lower than at present Government fixed for the Damin-i-koh estate in the Santal Parganas rates of rent which were much lower than in any of the zamindari areas of that district and still lower than those obtaining in zamindari areas of adjoining districts. A comparison of these Damin-i-koh rates of 25 years ago with the rates above suggested for the present revision settlement of Sambalpur will show how easy the latter are. I confine the comparison to the rice land rates.

Damin-i-koh rates.	Sambalpur rates.			
	—	Standard.	Inferior.	Superior.
1	2	3	4	5
Rs. a. p.		Rs. a. p.	Rs. a. p.	Rs. a. p.
First class rice ... 2 4 0	Average of classes 1—3 ...	1 12 0	1 5 0	2 3 0
Second class rice ... 1 8 0	Average of classes 4—6 ...	1 6 0	0 12 0	1 4 0
Third class rice ... 0 12 0	Average of classes 7—8 ...	0 6 0	0 4 6	0 7 6

7. I should have liked to see acre-rates worked out on these lines applied in the present Sambalpur assessment, because I feel that it would be most satisfactory to the raiyats themselves to understand how their rents are calculated. So many acres of each class at so much per acre. But I fear it is impossible to make any drastic change at this late stage when the Settlement Officer has worked out how many soil units there are in each raiyat's holding and only awaits orders as to the rent pressure factors to be applied in each group and village in order to calculate the assessable rent and orders as to the limits of enhancement in order to settle the new rents payable.

8. We can however do something to cut down the excessive differentiation of last settlement and it is for this reason I prefer the course suggested by Mr. Hubback.

9. I would go a little further than Mr. Hubback proposes and endeavour to keep the variation within a compass of 100 per cent. so that the rates will not in any village be more than double the rate in any other village. At the two extremities of the present scale there are, as shown in the statement below, a small number of villages (51 in number), which can very well be amalgamated with the next higher or lower groups. The former low factors .25, .30 and .35 apply only to an acreage represented by 130 out of a total of 2,867, that is 4.5 per cent. only, while the three highest factors of .90, .95 and 1.00 apply to an acreage

represented by 103 out of the same total, a percentage of 3.6 only. It is not worthwhile maintaining separate classes for these small extremes.

Old rent pressure factor,	Number of villages.	Weight in 100 acres.	Enhancement of column 1 by 25 per cent.	Proposed by Mr. Hubback.	New suggested			Grouping if classes reduced to three.		
					Rent pressure factor.	Number of villages.	Weight in 100 acres.	Rent pressure factor.	Number of villages.	Weight in 100 acres.
1	2	3	4	5	6	7	8	9	10	11
25	8	5	.3125	.40	.40	73	256	60	231	993
30	17	63	.375							
35	17	62	.4375	.50	.50	86	377	...	...	...
40	36	196	.5							
45	39	153	.5625	.60	.60	134	725	...	...	...
50	47	219	.625							
55	73	360	.6875	.70	.70	53	221	80	164	968
60	62	365	.75							
65	53	321	.8125	.80	.80	92	753	...	...	...
70	49	382	.875							
75	43	371	.9375	.90	.90	76	535	1.00	109	906
80	41	268	1.0							
85	21	154	1.0625	1.00	1.00	1.00	1.00	1.00	1.00	1.00
90	9	64	1.125							
95	4	36	1.1875	1.10	1.10	1.10	1.10	1.10	1.10	1.10
1.00	1	1	1.25							
Total	514	2,867								

10. It must be admitted that the levelling up and levelling down now proposed, taken together with the changes wrought by extension of cultivation and improvement of lands (shown by a raising of classification), will produce greater inequalities of enhancement, as between village and village, than the maintenance of the existing system with a mere general enhancement of 25 per cent. But I propose that the effects of this should be mitigated by placing limits on the enhancement of individual rents, that is by granting abatements of the assessable rent for the term of the new settlement where that exceeds by certain percentages the rent now payable.

11. In the proposals which have now come up it is proposed in this matter to distinguish between classes of tenants which have been arranged according to Central Provinces methods on a basis of comparative prosperity. Paragraph 47 of Mr. Dewar's report explains this classification. The classes are roughly as follows:—

A—the gaontias and richer raiyats ;

B—substantial raiyats who had enlarged their holdings and had a fair supply of live-stock ;

C—semi-aborigines who had made no advance since last settlement but had sufficiently large holdings to keep them in comfort ;

D—aborigines who have small holdings and eke out their cultivation by the collection of jungle produce.

Paragraph 142 of Mr. Dewar's report shows that he did not utilize this classification so as to differentiate in the matter of enhancement between rich and poor raiyats. In fact he expressed regret that where deluded rents were too high to be imposed in full, the benefit of the abated margins went mostly to the richer cultivators.

12. It is now, however, proposed to impose varying enhancement limits of 75, 50, 33½ and 25 per cent. according as a raiyat belongs to the A, B, C, or D class. In theory this

sounds pretty but I doubt if in practice the differentiation is necessary or can be justified, and it is not quite fair to the richer cultivator who may have spent money on extending and improving his holdings that the enhancement should be allowed to go up in his case without restriction to 75 per cent. when the general enhancement of rates is supposed to be 25 per cent. only. Personally I think that it would be preferable to have an all-round limit of 50 per cent. subject to the qualification that where this would result in cutting off more than one-third of the deduced rent, two-thirds of the deduced rent should be settled. This is fairer to the big raiyats and in practice will involve no hardship to the poorer raiyats, as can be shown by an examination of the facts. Paragraph 142 of Mr. Dewar's report shows that the average settled rents of A, B, C, and D class raiyats were (omitting fractions of a rupee) Rs. 8, 6, 3 and 2 respectively. Mr. Dewar proved that his rent rates did not absorb more than one-twentieth of the net profits of cultivation. The profits of these average holdings were therefore Rs. 160, 120, 60 and 40 respectively and with the big rise in prices that has occurred since 1906, these values must have risen by at least 50 per cent. that is, to Rs. 240, 180, 90 and 60 respectively. Can it be said that C and D raiyats now paying a rent of Rs. 3 and Rs. 2 out of a total net produce of Rs. 60 (this does not give them credit for any extensions or improvements) will suffer any hardship if their rents are now raised from Rs. 3 and Rs. 2 to Rs. 4-8-0 and Rs. 3? Is there any necessity to mitigate the hardship by reducing these amounts to Rs. 4 and Rs. 2-8-0 respectively? I see no necessity whatever for these refinements which may look well on paper but are not needed in practice and only complicate the actual work of assessment.

In practice the 50 per cent. limit qualified as proposed will work out on the average as in the following examples :—

Class of raiyat.	Average existing rent.
A Rs. 8 ...	{ Deduced rent 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24. Settled rent 8, 9, 10, 11, 12, 12, 12, 12, 12, 12, 12, 12, 12, 13, 14, 14, 15, 16.
B Rs. 6 ...	{ Deduced rent 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18. Settled rent 6, 7, 8, 9, 9, 9, 9, 9, 9, 9, 10, 10, 11, 11, 12.
C Rs. 3 ...	{ Deduced rent 3, 4, 5, 6, 7, 8, 9. Settled rent 3, 4, 4, 4, 4, 5, 6.
D Rs. 2 ...	{ Deduced rent 2, 3, 4, 5, 6. Settled rent 2, 3, 3, 3, 4.

13. One objection to this method is that the raiyat whose deduced rent is just over 50 per cent. gets practically no abatement while the raiyat whose deduced rent is 125 per cent. higher than his existing rent gets a very considerable abatement. For example two raiyats in the same village, whose existing rents are both Rs. 8 and whose deduced rents are Rs. 12 and Rs. 20 will both have Rs. 12 fixed as rent, which may seem unfair to them. This objection could be removed by a sliding scale of abatement which might be based on the following rule.

Enhance up to 25 per cent. of existing rent without any abatement but where the deduced rent exceeds the existing rent by more than 25 per cent. allow an abatement equal to half the difference between the deduced rent and the existing rent enhanced by 25 per cent. It would be very simple to calculate the new rents on this plan and it has the advantage of fixing 25 per cent. as the minimum or normal enhancement and allowing a gradually increasing margin when the enhancement goes beyond this limit. Its working on the average rents of the four classes of raiyats is shown in the following statement.

Class of raiyat.	Average existing rent.
A Rs. 8 ...	{ Deduced rent 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24. Settled rent 8, 9, 10, 10, 11, 11, 12, 12, 13, 13, 14, 14, 15, 15, 16, 16, 17.
B Rs. 6 ...	{ Deduced rent 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18. Settled rent 6, 7, 7, 8, 8, 9, 9, 10, 10, 11, 11, 12, 12.
C Rs. 3 ...	{ Deduced rent 3, 4, 5, 6, 7, 8, 9. Settled rent 3, 3, 4, 4, 5, 5, 6.
D Rs. 2 ...	{ Deduced rent 2, 3, 4, 5, 6. Settled rent 2, 2, 3, 3, 4.

14. The second method, it will be seen, is more favourable to all classes of raiyats when the deduced rent is more than 25 per cent. but not more than 50 per cent. higher than the existing rent (and in practice, this will cover the largest number of cases—practically all the villages whose former range of rent-pressure factor was from .40 up to 1.00). It is not quite so favourable where the deduced rent exceeds the existing rent by more than 50 per cent. but as I have shown these will form a very small minority of the cases. I am on the whole therefore disposed to adopt the second method, subject to any criticisms that the Board or Director of Land Records may have to offer.

Note by the Hon'ble Sir Hugh McPherson, Revenue Member of the Government, dated the 2nd October 1923.

I discussed my note of the 29th September to-day with Messrs. Morshead and Hubback. It was agreed that my proposed reduction of rent pressure factors to six, as shown in columns 6—8 of the statement in paragraph 9 of the note and the system of moderating enhancements explained in paragraphs 13-14 would yield equitable results and should be adopted.

I made over to Mr. Hubback a rent schedule form, showing how the limitation of enhancements could be most simply applied.

The proposal to assess current fallow at upland (at) rates, which has not been mentioned in my note of 29th September, is approved.

* * * * *

SCHEDULE OF RENT SETTLEMENT.

Village _____

Rent pressure unit _____

Name of raiyat.	Area of holding.	No. of soil units in holding.	Deduced rent.	Existing rent.	25 per cent. of existing rent.	Column 5 plus Column 6.	If column 4 exceeds column 7 half the difference.	Settled rent—column 7 plus column 8, nearest multiple of 4 annas.
1	2	3	4	5	6	7	8	9
					Rs. s. p.	Rs. s. p.	Rs. s. p.	Rs. s. p.
			24	8	1 9 0	7 8 0	3 4 0	15 12 0
			24	8	2 0 0	10 0 0	7 0 0	17 0 0
			24	10	2 8 0	13 8 0	5 12 0	18 4 0
			24	12	3 0 0	15 0 0	4 8 0	10 8 0
			24	14	3 8 0	17 8 0	3 4 0	20 12 0
			24	16	4 0 0	20 0 0	3 0 0	23 0 0
			24	18	4 8 0	22 8 0	0 12 0	23 4 0
			24	20	5 0 0	25 0 0	...	24 0 0
			24	22	5 8 0	27 8 0	...	24 0 0
			24	24	...	...	...	24 0 0

In all cases enter in column 9 the nearest multiple of 4 annas, unless the settled rent is less than Re. 1 in which case the nearest anna may be taken.

KHATIAN FORM.

Name of Village.

Thana no.

Name of Malik

Thana

Settlement no.

Khewat no.

Number of holding.	Name of tenant, father's name, caste and residence.	Khasra number and name of fields.	Class of land and number of fields.	Area.	Sub-tenant.		Nature of right and rent.	New rent.	Remarks.
					Name.	Rent.			
1	2	3	4	5	6	7	8	9	10

FORM OF IRRIGATION RECORD.

Maauza

Thana

Thana no.

Group

Settlement no.

Serial no.	Source of irrigation if any, with plot number. Is it capable of being used for irrigation in (a) dry year, (b) very dry year?	Name of owner.	By whom and at whose expense are repairs effected?	Plot numbers irrigated and total area.								(a) Rights of tenants other than the owner. (b) Is owner's permission necessary to open or cut the bunds and take water? (c) Are any fees charged for water.	(d) Arrangement for irrigating the various fields. (e) Arrangements if any which exist for deciding disputes.	Remarks.
				No.	Area.	No.	Area.	No.	Area.	No.	Area.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

By order of the Governor in Council,

J. R. DAIN,

Secretary to Government.

IV.

The 17th March 1926.

No. 2766-S-94-R.—In exercise of the power conferred by section 39 of the Central Provinces Land Revenue Act, 1881 (XVIII of 1881), read with section 3 of the Bengal, Bihar and Orissa and Assam Laws Act, 1912 (VII of 1912), the Government of Bihar and Orissa are pleased to declare that the Revision Settlement operations in the district of Sambalpur, the inception of which was sanctioned in notification no. 11822-R.—S.-17, dated the 19th November 1921, published at page 1009 of Part II of the *Bihar and Orissa Gazette*, dated the 23rd November 1921, have been completed.

By order of the Governor in Council,

W. H. LEWIS,

Offg. Secretary to Government.

APPENDIX L.

List of officers employed in the Sambalpur Settlement.

Serial no.	Name of officer.	Designation.	Period.	Remarks.
1	2	3	4	5
			Y. M. D.	
	<i>Settlement Officers.</i>			
1	Mr. H. McPherson	Deputy Collector ...	0 9 7	
2	Khan Bahadur Muhammad Hamid	Ditto	3 6 15	
3	Babu Uma Charan Das	Ditto	0 2 0	
	<i>Assistant Settlement Officers.</i>			
4	Babu Uma Charan Das	Ditto	2 2 8	
6	Babu Satia Chandra Ray	Ditto	2 1 6	
6	Babu Narayan Nand	Sub-Deputy Collector ...	1 6 14	
7	Babu Daityari Misra	Ditto	3 8 14	
8	Mr. Suresh Kumar Rout	Ditto	1 2 25	
9	Babu Natabar Patnaik	Ditto	0 5 5	
10	Babu Indra Bilas Mukherji	Superintendent, Land Records.	2 0 1	
11	Babu Brindaban Panda	Assistant Superintendent, Land Records.	0 5 5	
12	Babu Joybehari Padhi	Naib Tahsildar ...	1 10 27	

APPENDIX M.

List of Deputy Commissioners who have held charge of the Sambalpur district since its constitution.

Name of officer.	Period.		Remarks.
	From—	To—	
1	2	3	4
Dr. Cadenhead	1850	1851	
Mr. Johnstone	1851	1852	
„ T. Amerson	1852		
„ Campbell	1853	1854	
„ T. Amerson	1855		
„ Verch	1856		
„ B. T. Levi	1857	1858	
Col. Forester, Commissioner	1859		
Capt. J. W. Forester, Commissioner	1860	1861	
Major H. B. Impey	1862	1863	
Col. A. B. Cumberlege	1864	1868	
Col. M. M. Bowie	1st October 1866	16th June 1876.	
Col. W. T. Brooke	17th June 1876	25th April 1877.	
Major F. A. Scott	26th April 1877	25th February 1881.	
Mr. W. A. Needham	1st March 1881	15th November 1891.	
Major T. W. Macdougall	16th November 1891... ..	24th December 1893.	
T. Drysdale	25th December 1893... ..	19th January 1895.	
J. P. Goodridge	20th January 1895	17th April 1897.	
H. H. Priest	18th April 1887	10th July 1887.	
J. P. Goodridge	11th July 1887	4th June 1888.	
H. H. Priest	5th June 1888	28th November 1888.	
Col. W. Virtue	28th November 1888... ..	6th April 1890.	
A. S. Womack	7th April 1890	24th February 1891.	
H. A. Crump	25th February 1891	6th December 1891.	
H. H. Priest	7th December 1891	5th June 1892.	
H. A. Crump	6th June 1892	10th April 1893.	
J. Walker	11th April 1893	4th March 1894.	
R. A. B. Chapman	5th March 1894	15th May 1895.	
H. F. Mayes	16th May 1895	18th August 1895.	
R. A. B. Chapman	19th August 1895	7th May 1897.	
Capt. O. J. Obbard	8th May 1897	31st December 1897.	
W. N. Maw	2nd January 1898	1st May 1899.	
F. S. A. Slocock	2nd May 1898	3rd September 1900.	
F. Dewar	4th September 1900	27th November 1900.	
F. S. A. Slocock	28th November 1900... ..	10th March 1901.	

Name of officer.	Period.		Remarks.
	From—	To—	
1	2	3	4
C. A. P. Rogers	11th March 1901	6th October 1901.	
S. M. Chitnavis	7th October 1901	27th August 1903.	
F. Dewar	28th August 1903	27th September 1903.	
S. M. Chitnavis	28th September 1903	14th January 1906.	
W. M. Crawford	15th January 1906	20th May 1907.	
A. Mellor	21st May 1907	20th June 1907.	
W. M. Crawford	21st June 1907	2nd September 1907.	
A. N. Moberly	3rd September 1907	3rd June 1909.	
K. A. Shirole	4th June 1909	18th June 1909.	
A. N. Moberly	19th June 1909	8th February 1911.	
W. M. Crawford	9th February 1911	24th May 1912.	
B. B. Singha	25th May 1912	24th June 1912.	
W. M. Crawford	25th June 1912	19th March 1913.	
Rai Bahadur Manmohan Roy	20th March 1913	24th November 1913.	
W. M. Crawford	25th November 1913	9th April 1915.	
Rai Bahadur Manmohan Roy	10th April 1915	1st May 1916.	
L. T. R. Lucas	2nd May 1916	12th June 1916.	
Rai Bahadur Manmohan Roy	12th June 1916	30th October 1917.	
Babu Ajalhya Prasad	31st October 1917	15th November 1917.	
A. L. Inglis	16th November 1917	25th February 1918.	
E. C. Anserge	26th February 1918	29th June 1918.	
C. L. Philip	21st June 1918	8th August 1918.	
A. L. Ingles	9th August 1918	28th February 1920.	
Rai Bahadur H. L. Khastgir	29th February 1920	22nd October 1920.	
Babu N. K. Lal	23rd October 1920	31st October 1920.	
A. L. Inglis	1st November 1920	28th May 1921.	
Babu N. K. Lal	29th May 1921	13th June 1921.	
A. L. Inglis	14th June 1921	6th June 1922.	
Babu S. N. Chatterjee	7th June 1922	15th June 1922.	
M. J. Dixon	16th June 1922	31st October 1922.	
A. L. Inglis	1st November 1922	28th February 1923.	
W. H. Lewis	1st March 1923	21st April 1924.	
Y. A. Godbole	22nd April 1924	13th October 1924.	
W. H. Lewis	14th October 1924	14 September 1925.	
Khan Bahadur Muhammad Hamid	15th September 1925	22nd November 1925.	
F. C. King	23rd November 1925	...	

APPENDIX N.

Glossary of Settlement terms.

(SEE ALSO CHAPTER ON DESCRIPTION OF RECORD OF RIGHTS.)

- Abpa-hi or jalsinchan*—Irrigation.
- Adhik-parva*—Old fallow.
- Adhikari*—Proprietor.
- Adi*—Unridged upland in which til, gora paddy etc., are grown.
- Badjungle*—Big tree forest.
- Baha'*—First class rice land.
- Bandha*—A tank having four embankments.
- Bandhak*—Simple mortgage.
- Barchha*—Sugarcane field.
- Ballasti khatian*—Khatian of *basti* and village paths.
- Batri*—One of the methods of sowing broad-cast paddy.
- Berna*—Second class rice land.
- Bhagel*—Settlement on half produce rent.
- Bheti-begar*—Free ploughing and harvesting done by tenants in *bhogra* and *sir* lands.
- Bhogra*—The home-farm in khalsa-gaontia villages.
- Bhogra-bhogi*—Proprietor of bhogra plot without any share in the village.
- Bhuti*—Wages in kind paid to an agricultural day-labourer.
- Bihura*—Re-ploughing young paddy for the purpose of thinning it.
- Chhiroi*—Usufructuary mortgage.
- Chulha-patti*—Jungle commutation fee levied from non-agriculturists at a rate per hearth (*chulha*).
- Debasthali*—Abode of the village deity.
- Deraghar*—Rest house for travellers found in every village.
- Dhara*—Village path.
- Duli or khet*—Interior division of a plot.
- Ganda*—Village Chaukidar of the *ganda* caste.
- Gaontia*—Village manager in a khalsa village having proprietary rights in the home-farm.
- Ghai*—Escape channel of a water reservoir.
- Gochar*—Waste land.
- Goshwara*—Abstract of areas and rents of the khatians.
- Gramiya jungle*—Reserved grazing ground which may be either tree jungle, scrub jungle or waste land.
- Guri*—Temple.
- Guti*—Farm labourer paid by the year.
- Hal-pa ti*—Jungle commutation fee levied from agriculturists at a rate per plough (*hal*).
- Jal nagna khatian*—Khatian in which water reservoirs, rivers and nullahs are entered.
- Jamabandi*—Khatian.
- Jilal*—Volume (of record-of-rights).
- Jinswar*—Crop statement.
- Kamil-jama*—Full assessment of a zamindari or malguzari village being 60 per cent. of the total assets.
- Kata*—Reservoir of water formed by throwing a dam across a drainage area.
- Khala charani*—Gifts of paddy made by a cultivator to the village servants before the paddy is removed from the *khala* (threshing floor):
- Kham tillage*—Village held direct by the zamindar.
- Khamar*—House used by zamindar's servants in *kham* villages.
- Khandi*—Measure of paddy equivalent to 20 *tombis*.
- Khar-chari*—Grazing fee.
- Khardi*—One of the methods of sowing broad cast paddy.
- Khari land*—Land adjoining the *basti* and receiving its drainage.
- Kossa*—Cocoon.

- Kupa*—Well.
- Kusiarbari*—Sugarcane field.
- Kuta*—Measure of rice equivalent to 20 *tambi*.
- Lambardar*—Representative of the proprietary body in its relations with Government.
- Lambardari-bhogra*—*Bhogra* land set apart for the remuneration of the *lambardar*.
- Luha*—Ploughshare.
- Malik-makbuzi*—Plot proprietor.
- Mal*—Third class paddy land.
- Malguzari-grahita*—Rent receiver.
- Man*—A small measure of grain or oil, etc. generally equivalent to $\frac{1}{2}$ *tambi*.
- Maurusi tenant*—An occupancy tenant.
- Milan-khasra*—Statement of areas of different classes of cultivated and uncultivated lands.
- Milkiyat Sarkar*—*Khatian* containing lands managed by Government Departments.
- Munfidar*—Holder of rent free or revenue free village or land.
- Muka*—One of the methods of sowing broad cast paddy.
- Mukaddam*—Village official entrusted with various duties under the Land Revenue Act.
- Munda*—A small *kata*.
- Narika*—Village herd and water carrier.
- Naukri-muafi*—Rent free service land.
- Negi*—Village accountant.
- Nistar*—Customary rights of user (in jungle or waste).
- Paria*—Waste.
- Pastama*—Measure of rice (vide notes under "Wages and measures").
- Patel*—Government agent in a *raiyatwari* village.
- Patra*—Scrub jungle.
- Punch*—Body consisting of four elected representatives of the *raiyats* and the *lambardar* which manages various affairs of the village as detailed in the *wajib-ul-ars*.
- Furakar*—A cash draw-back from revenue to make up the difference between the *bhogra* valuation and the *Gaontia's* remuneration.
- Raiyatwari village*—A village in which the lands have been divided into survey numbers on each of which a separate assessment has been made.
- Rakshit-thikadar*—*Thikadar* having protected status under section 65-A of the Central Provinces Land Revenue Act.
- Rasid-baki*—Rent receipt book kept by every tenant.
- Rozgari*—Profession tax.
- Rupa*—Transplantation of paddy.
- Siwai*—Miscellaneous income of a landlord.
- Shikmi tenant*—Sub-tenant.
- Takoli*—Revenue paid by a zamindar in Sambalpur district.
- Tambi*—Measure of paddy or rice.
- Tenda*—Water lift.
- Tikra-chalan-khatian*—*Khatian* containing rocks and hillocks.
- Trikuti*—Trijunction cairn.
- Wajib-ul-ars*—Village administration paper.
- Zabti*—Excess assessment.
- Zabti jungle*—Zamindar's reserved jungle within village boundaries.

APPENDIX O.

I.

Wajib-ul-arz for Gaontial villages of Sambalpur district.

I.—VILLAGE MANAGEMENT.

- (a) Lambardar's name.
- (b) Appointment of the Lambardar and his duties and responsibilities :—
- (i) The lambardar gaontia and Mokaddam is appointed by the Deputy Commissioner in accordance with the provisions of section 187 of the Central Provinces Land Revenue Act of 1881 and the rules framed thereunder.
 - (ii) He shall be responsible for the management of the village and will be landlord within the meaning of section 2(6) of the Central Provinces Tenancy Act of 1898.
 - (iii) The lambardar will be assisted in the village management by a panchayat consisting of four raiyats of the village to be elected by the raiyats every three years.

II.—VILLAGE SERVANTS.

The following village watchmen have been sanctioned for this village :—

Name of village or hamlet.	Class and name of village servants.	Area of service holding.	Other sources of income.	Remarks.
1	2	3	4	5

The village watchmen are appointed, dismissed and controlled by the Deputy Commissioner under section 147-A, Central Provinces Land Revenue Act of 1881, and the rules framed thereunder.

The jhankar and *ganda* are entitled to levy a grain cess from the raiyats. The cess is fixed at *tambis* for a raiyat with one plough and double this quantity for a raiyat with more than one plough of land in the village. The same cess is payable by the *gaontia* and all co-sharers holding bhogra or gaontial raiyat lands separately. In addition to other remuneration the *ganda* shall receive as his perquisite the hides and horns of all dead cattle not claimed by the owners.

A drawback of Rs. _____ has been allowed on the land revenue to provide additional remuneration to the *gas* a chaukidar of the village. This sum shall be paid to him annually by the *gaontia* in addition to his other remuneration.

- (2) Besides the watchmen there are the following village servants :—

These may be dismissed and deprived of their service lands by the lambardar and the panches for failure to render due service.

III.—VILLAGE CUSTOMS.

- (1) The village site consists of plots nos. :—

Each cultivator is entitled to a site for his house free of rent. But if he abandons his holding and remains absent from the village he loses his right to any house site he may have held. He is entitled to dispose as he pleases of any structures he may have erected on the site or their materials, provided he does so within one month of the site being allotted to another person.

The allocation of house sites will be done by the lambardar and panches. No fees may be realized for settling house sites with cultivators.

The rights of non-agriculturists to house sites occupied by them and buildings constructed by them are regulated by agreement with the lambardar and the panches.

- (2) Burial or burning grounds.

The villagers burn or bury their dead on plots nos. :—

- (3) Plots nos.— are used as *gotkani*.
 (4) Plots nos.— are the encamping ground.
 (5) Bazar.

A *hat* meets on plot no. every day, and no fees may be realized by the *lambardar* from the shopkeepers or stallkeepers or other vendors.

IV.—WASTE LANDS AND FORESTS.

(1) All waste land not forming part of existing holdings is the property of Government.

The following plot numbers are reserved as grazing and forest lands. They shall not be occupied by any one without the special permission of the Deputy Commissioner.

(2) The villagers may graze their cattle on the reserved waste lands and may take reasonable quantities of firewood, leaves, fencing thorns, thatching grass, timber for houses and agricultural implements for their own use as provided for in the Sambalpur Protected Forest Rules.

(3) All other waste lands are at the disposal of the *Lambardar* and his co-sharers for cultivation or granting to *raiysts* for cultivation or for the location of new tenants. No *Nazarana* in cash or kind may be levied for occupation of waste land.

V.—RIGHTS OVER TREES.

(1) All waste lands in this village have been declared to be protected forests under the Indian Forest Act, 1873.

The cutting of trees thereon is governed by the rules framed by the Deputy Commissioner with the approval of the Government.

(2) The fruit of trees planted by persons in their own holdings or on their homesteads and the wood of such trees when they die are to be taken by the persons who planted them or their successors in interest so long as they retain their holding or reside in the village. On transfer of the land the right in the trees is transferred also. The fruit of trees planted by a person within the holding or homestead of another is enjoyed by the person who planted them and when they die the timber is taken by ^{the planter.}
the planter and the occupant of the land in equal shares.

(3) The fruits of trees planted by persons on waste lands or unoccupied village sites are to be enjoyed by the persons who planted them or their successors but the wood of such trees when they die is to be taken by the *Gaontias*.

(4) The fruit and timber of self-grown trees are to be enjoyed by the persons on whose lands they stand and by the *Gaontias* in case of those standing on waste lands.

(5) Groves which have been recorded in the name of Government are not to be encroached on for cultivation. Their fruits are enjoyed by the village community according to custom and when the trees die the wood is taken by the *Gaontias*. Villagers can plant groves on their own holdings or on waste lands but in the latter case with the consent of the *Lambardar*. The right to the fruit and wood of such groves vests in the persons who planted them.

The fruit of unclaimed trees or groves is enjoyed by the village ^{community.}
Gaontias.

VI.—VILLAGE ROADS AND THOROUGH FARMS.

The following plots are the village roads :—

They are to be kept open and passable throughout the year. The *raiysts* will repair them annually and the *Mokaddam* of the village will be responsible for getting them repaired and reporting all encroachments to the Deputy Commissioner.

VII.—TANKS AND IRRIGATION.

A. Government Tanks.

(1) The Government tanks of the village are recorded as plots nos. .

(2) The distribution of water for irrigation from Government tanks is controlled by the *Lambardar* and the *Panches*. The customs and the manner in which water is to be distributed have been recorded in the village irrigation statement.

(3) The repairs to Government irrigation tanks must be made in the manner and by the persons as recorded in the irrigation statement and other tanks are repaired by the village community according to custom.

(4) All cultivation within the beds of tanks is prohibited without the special permission of the Deputy Commissioner. The *Mokaddam* is responsible for reporting all encroachments to the Deputy Commissioner.

B. Private tanks.

(1) All tanks constructed since the settlement of 1898 have been recorded in the names of their constructors or their representatives. Their beds have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

(2) The distribution of water from these tanks is made as recorded in the irrigation statement.

(3) Raiyats can make tanks in their holdings without permission and Gaontias can make tanks in their bhogra lands without permission. Any Gaontias or raiyats wishing to make a tank on land forming part of the village waste must first obtain the permission of the Deputy Commissioner.

C. Streams and village water channels.

The beds of streams and village water channels have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

VIII.—MAINTENANCE OF VILLAGE BOUNDARY MARKS.

The following village trijunction marks are to be maintained in this village. The Mokaddam is responsible for keeping them in repair with the help of co-sharer Gaontias and raiyats.

Total number of trijunction stones.	Position with names of villages.	Signature of Mokaddam.	Remarks.
1	2	3	4

IX.—DERAGHAR.

A deraghar or guest house is to be maintained in this village according to plan approved by the Deputy Commissioner. The raiyats and Gaontias are responsible for keeping it in good repair. In case of default by any one the Mokaddam is to repair it and realize the costs thereof from the defaulters by applying to the Deputy Commissioner.

X.—BHET-BEGAR.

(1) The raiyats render bhet-begar for cultivation of bhogra lands of the Gaontias in this village.

(Alternative clause.)

There is no bhogra in this village and raiyats are liable to render bhet-begar for the cultivation of bhogra lands belonging to the Gaontias in mauza situated within three miles of this village.

(2) Every raiyat except those who have no plough is to render one plough for one bel and one sickle for a day of two bels.

(3) A raiyat may at his option pay the commuted value of the bhet-begar to the Gaontias at the following rates:—

Six annas for ploughing for a day of one bel and three annas for a labourer with sickle for a day of two bels.

The Gaontias will at harvest time provide a midday meal free of cost to the begar labourers.

XI.—GOVERNMENT FOREST BOUNDARIES.

The raiyats of this village will maintain the Government reserved forest boundaries adjoining this village.

XII.—MISCELLANEOUS.

The village community will enjoy the fish of Government tanks free. Fish will not be caught without the permission of the Lambardar and the Panches and will be divided among the Gaontias and the raiyats according to local custom.

II.

Wajib-ul-arz for Malguzari villages of Sambalpur district.**I.—VILLAGE MANAGEMENT.**

(a) Lambardar's name.

(b) Appointment of the Lambardar and his duties and responsibilities:—

(i) The Lambardar and Mokaddam is appointed by the Deputy Commissioner in accordance with the provisions of section 137 of the Central Provinces Land Revenue Act of 1881 and the rules framed thereunder.

(ii) He shall be responsible for the management of the village and will be the landlord within the meaning of section 2 (6) of the Central Provinces Tenancy Act of 1898.

(iii) The Lambardar will be assisted in the village management by a panchayat consisting of four raiyats of the village to be elected by the raiyats every three years.

II.—VILLAGE SERVANTS.

The following village watchmen have been sanctioned for this village:—

Name of village or hamlet.	Class and name of village servants.	Area of service holding.	Other sources of income.	Remarks.
1	2	3	4	5

The village watchmen are appointed, dismissed and controlled by the Deputy Commissioner under section 147-A, Central Provinces Land Revenue Act 1881, and the rules framed thereunder. The Jhankar and Ganda are entitled to levy a grain cess from the raiyats. The cess is fixed at $\frac{1}{2}$ tambis for a raiyat with one plough and double this quantity for a raiyat with more than one plough of land in the village. The same cess is payable by the Malguzar and his co-sharers. In addition to other remuneration the Ganda shall receive as his perquisite the hides and horns of all dead cattle not claimed by the owners. In addition to the above the Ganda receives a cash remuneration of Rs. _____ per annum from the Malguzars.

(2) Besides the watchmen there are the following village servants:—

* * * * *

These may be dismissed and deprived of their service lands by the Lambardar and the Panches for failure to render due service.

III.—VILLAGE CUSTOMS.

(1) The village site consists of plots nos. :—

Each cultivator is entitled to a site for his house free of rent. But if he abandons his holding and remains absent from the village he loses his right to any house site he may have held. He is entitled to dispose as he pleases of any structures he may have erected on the site or of their materials, provided he does so within one month of the site being allotted to another person.

The allocation of house sites will be done by the Lambardar and the Panches. No fees may be realised for settling house sites with cultivators.

The rights of non-agriculturists to house sites occupied by them and buildings constructed by them are regulated by agreement with the Lambardar and the Panches.

(2) Burial or burning grounds.

The villagers burn or bury their dead on plots nos. :—

(3) Plots nos. are used as Gothani.

(4) Plots nos. are the encamping ground.

(5) Bazar.

A *lat* meets on plot no. every day, and no fees are realisable by the Lambardar from the shop-keepers or stall-keepers or other vendors.

IV.—WASTE LANDS AND FORESTS.

(1) All waste land not forming part of existing holdings is the property of the Malguzar.

But the proprietary right is limited by the rights of user and easement set forth in this *Wajib-ul-arz*.

The following plot numbers are reserved as grazing and forest lands:—

They shall not be occupied by any one without the special permission of the Deputy Commissioner.

(2) The villagers may graze their cattle on the reserve waste lands and may take reasonable quantities of firewood, leaves, fencing thorns, thatching grass, timber for houses and agricultural implements for their own use within the village without payment but may not sell any such article.

(3) Forest land included in the *mahal* is managed by the Malguzars in accordance with the rules framed from time to time by Government.

V.—RIGHTS OVER TREES.

(1) The cutting of trees on all waste lands will be regulated by the rules framed by Government under section 124-A, Central Provinces Land Revenue Act of 1881.

(2) The fruits of trees planted by persons in their own holdings or on their homesteads and the wood of such trees when they die are to be taken by the persons who planted them or their successors in interest so long as they retain their holdings or reside in the village. On transfer of the land the right in the trees is transferred also. The fruit of trees planted by a person within the holding or homestead of another is enjoyed by the person who planted them and when they die the timber is taken by ^{the planter.} the planter and the occupant of the land in equal shares.

(3) The fruit of trees planted by persons on waste lands or on unoccupied village sites is to be enjoyed by the persons who planted them or their successors but the wood of such trees when they die is to be taken by the Malguzars.

(4) The fruit and timber of self-grown trees are to be enjoyed by the persons on whose lands they stand and by the Malguzars in case of those standing on waste lands.

(5) Groves now existing shall remain the property of their present possessors, but the Malguzars shall be the proprietors of such groves should their owner relinquish the land on which they stand, or be ejected for arrears, or die without heirs, provided that trees planted on abandoned Malik-makbuza plots escheat with the land to Government.

(6) When land is transferred the right to trees on the land passes with it. Malik-makbuzas and occupancy tenants may plant groves on their land without permission. Fruit bearing trees within holdings may not be cut without the permission of the Deputy Commissioner.

V.—VILLAGE ROADS AND THOROUGHFARES.

The following plot numbers are the village roads:—

They are to be kept open and passable throughout the year. The raiyats will repair them annually and the Mokaddam of the village will be responsible for getting them repaired and reporting all encroachments to the Deputy Commissioner.

VII.—TANKS AND IRRIGATION.

(1) All old tanks existing before the settlement of 1888 have been entered in the name of the Malguzars but the Lambardar is bound to distribute water from them justly with the assistance of the Panches and in accordance with the village custom to fields recorded as irrigated from them. He may not levy in addition to the rent any charge on account of water from these tanks.

(2) These tanks will be kept in good repair by the Malguzars and by the tenants whose lands are irrigated from them.

The beds of these tanks have not been assessed, and cultivation within their limits is prohibited except with the special permission of the Deputy Commissioner.

(3) The Mokaddam is responsible for reporting to the Deputy Commissioner all encroachments.

(4) All tanks constructed since the settlement of 1888 have been recorded as the property of the constructor or his representative. The distribution of water from these tanks is made as recorded in the irrigation statement.

(5) The beds of these private tanks have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

(6) Occupancy tenants can make tanks in their own holdings without permission, but for the building of a tank in the village waste the consent of the Malguzars is necessary.

Streams and village water channels.

The beds of streams and village water channels have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

VIII.—MAINTENANCE OF VILLAGE BOUNDARY MARKS.

The following village trijunction marks are to be maintained in this village. The Mokaddam is responsible for keeping them in repair with the help of the Malguzars and raiyats.

Total no of trijunction stones.	Position with names of villages.	Signature of Mokaddam.	Remarks.
1	2	3	4

IX.—DERAGHAR.

A deraghar or guest house is to be maintained in this village according to plan approved by the Deputy Commissioner.

The raiyats and Malguzars are responsible for keeping it in good repair. In case of default by any one the Mokaddam is to repair it and realise the costs thereof from the defaulter by applying to the Deputy Commissioner.

X.—BHET-BEGAR.

(1) The raiyats render bhet-begar for the cultivation of sir lands in this village.

Alternative clause.

There is no sir in this village and raiyats are liable to render bhet-begar for the cultivation of sir lands belonging to the Malguzars in mauza situated within three miles of this village.

(2) Every raiyat except those who have no plough is to render one plough for one bel and one sickle for a day of two bels.

(3) A raiyat may at his option pay the commuted value of the bhet-begar to the Malguzars at the following rates :—

Six annas for ploughing for a day of one bel and three annas for a labourer with sickle for a day of two bels.

The Malguzars will at harvest time provide a midday meal free of cost to the begari labourers.

XI.—GOVERNMENT FOREST BOUNDARIES.

The raiyats of this village will maintain the Government reserved forest boundaries adjoining this village.

III.

Wajib-ul-arz for Malguzari villages held by Shikmi Gaontias in the Sambalpur district.

I.—VILLAGE MANAGEMENT.

- (a) Lambardar's name.
- (b) Appointment of the Lambardar and his duties and responsibilities :—
- (i) the sub-lambardar and Mokaddam is appointed by the Deputy Commissioner in accordance with the provisions of section 137 of the Central Provinces Land Revenue Act, 1881, and the rules framed thereunder ;
- (ii) the sub-lambardar shall be responsible for the management of the village and will be the landlord within the meaning of section 2(6) of the Central Provinces Tenancy Act of 1898 ;
- (iii) the sub-lambardar will be assisted in the village management by a panchayat consisting of 4 raiyats of the village to be elected by the raiyats every three years.

II.—VILLAGE SERVANTS.

The following village watchmen have been sanctioned for this village.—

Name of village or hamlet.	Class & name of village servants.	Area of service holding.	Other sources of income.	Remarks.

The village watchmen are appointed, dismissed and controlled by the Deputy Commissioner under section 147-A, Central Provinces Land Revenue Act. The Jhankar and Ganda are entitled to levy a grain cess from raiyats. The cess is fixed at tambis for a raiyat with one plough and double this quantity for a raiyat with more than one plough of land in the village. The same cess is payable by the Shikmi Gaontia and his co-sharers. In addition to other remuneration the Ganda shall receive as his perquisite the hides and horns of all dead cattle not claimed by the owners. In addition to the above the Ganda receives a cash remuneration of Rs. per annum from the Shikmi Gaontia.

- (2) Besides the watchmen there are the following village servants :—

These may be dismissed and deprived of their service lands by the sub-lambardar and the panches for failure to render due service.

III.—VILLAGE CUSTOMS.

- (1) The village site consists of plots nos. :—

Each cultivator is entitled to a site for his house free of rent. But if he abandons his holding and remains absent from the village he loses his right to any house site he may have held. He is entitled to dispose as he pleases of any structures he may have erected on the site or of their materials, provided he does so within one month of the site being allotted to another person.

The allocation of house sites will be done by the sub-lambardar and the panches. No fees may be realised for settling house sites with cultivators.

The rights of non-agriculturists to sites occupied by them and buildings constructed by them are regulated by agreement with the sub-lambardar and the panches.

- (2) Burial or burning grounds.

The villagers burn or bury their dead on plots :—

- (3) Plots nos. are used as Gothani.
- (4) Plots nos. are the encamping ground.

(5) Bazar plot no. :—

A *has* meets on this plot every day, and no fees are realisable by the sub-lambardar from the shop-keepers or stall-keepers or other vendors.

IV.—WASTE LANDS AND FORESTS.

(1) All waste land not forming part of existing holdings is the property of the ^{Malguzar} Shikmi Gaontia

But the proprietary right is limited by the rights of user and easement set forth in this *Wajib-ul-arz*.

The following plot numbers are reserved as grazing and forest lands:—

They shall not be occupied by any one without the special permission of the Deputy Commissioner.

(2) The villagers may graze their cattle on the reserved waste lands and may take reasonable quantities of firewood, leaves, fencing thorns, thatching grass, timber for houses and agricultural implements for their own use within the village without permission but may not sell any such article.

(3) Forest land included in the mahal is managed by the sub-lambardar and punches in accordance with the rules framed from time to time by Government.

V.—RIGHTS OVER TREES.

(1) The cutting of trees on all waste lands will be regulated by the rules framed by Government under section 124-A, Central Provinces Land Revenue Act of 1881.

(2) The fruit of trees planted by persons in their own holdings or on their homesteads and the wood of such trees when they die are to be taken by the persons who planted them or their successors in interest so long as they retain their holdings or reside in the village. On transfer of the land the right in the trees is transferred also. The fruit of trees planted by a person within the holding of another or his homestead is enjoyed by the person who planted them and when they die the timber is taken by ^{the planter} the planter and the occupant of the land in equal shares

(3) The fruit of trees planted by persons on waste lands or on unoccupied village sites is to be enjoyed by the persons who planted them or their successors but the wood of such trees when they die is to be taken by the Shikmi Gaontia.

(4) The fruit and timber of self-grown trees are to be enjoyed by the persons on whose lands they stand and by the Shikmi Gaontias in case of those standing on waste lands.

(5) Groves now existing shall remain the property of their present possessors, but the ^{Shikmi Gaontias} Malguzars shall be the proprietors of such groves should their owners relinquish the land on which they stand, or be ejected for arrears, or die without heirs, provided that trees planted on abandoned Malik-makbuza plots escheat with the land to Government.

(6) When land is transferred the right to trees on the land passes with it. Malik makbuzas and occupancy tenants may plant groves on their land without permission. Fruit bearing trees within holdings may not be cut without the permission of the Deputy Commissioner.

(7) Groves which have been recorded as the property of ^{Malguzars} Shikmi Gaontias should not be encroached on for cultivation. Their fruits will continue to be enjoyed by the village community according to custom.

VI.—VILLAGE ROADS AND THOROUGHFARES.

The following plot numbers are the village roads:—

They are to be kept open and passable throughout the year. The raiyats will repair them annually and the Mokaddam of the village will be responsible for getting them repaired and reporting all encroachments to the Deputy Commissioner.

VII.—TANKS AND IRRIGATION.

(1) All old tanks existing before the settlement of 1888 have been entered in the name of the Malguzars. The sub-lambardar is bound to distribute their water justly with the assistance of the punches and in accordance with village custom to fields recorded as irrigated from them. He may not levy in addition to the rent any charge on account of water from these tanks.

(2) These tanks will be kept in good repair by the Shikmi Gaontias and by the tenant whose lands are irrigated from them.

The beds of these tanks have not been assessed, and cultivation within their limits is prohibited except with the special permission of the Deputy Commissioner.

(3) The Mokaddam is responsible for reporting to the Deputy Commissioner all encroachments.

(4) All tanks constructed since the settlement of 1888 by co-sharers and tenants have been recorded as the property of the constructor or his representative. The distribution of water from these tanks is effected at the will of the builder or his representative.

(5) The beds of these private tanks have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

(6) Occupancy tenants can make tanks in their own holdings without permission, but for the building of a tank in the village waste the consent of the ^{Mahozar} Shikmi Gaontia is necessary.

Streams and village water channels.

The beds of streams and village water channels have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

VIII.—MAINTENANCE OF VILLAGE BOUNDARY MARKS.

The following village trijunction marks are to be maintained in this village. The Mokaddam is responsible for keeping them in repair with the help of the co-sharers and raiyats.

Total number of trijunction stones.	Position with names of villages.	Signature of Mokaddam.	Remarks.
1	2	3	4

IX.—DERAGHAR.

A deraghar or guest house is to be maintained in this village according to plan approved by the Deputy Commissioner. The raiyats and gaontias are responsible for keeping it in good repair. In case of default by any one the Mokaddam is to repair it and realise the costs thereof from the defaulters by applying to the Deputy Commissioner.

X.—BHET-BEGAR.

(1) The raiyats render bheth-begar for the cultivation of sir lands in this village.

(Alternative clause.)

There is no sir in this village and raiyats are liable to render bheth-begar for the cultivation of sir lands belonging to the Shikmi Gaontias in mauza situated within three miles of this village.

(2) Every raiyat, except those who have no plough, is to render one plough for one bel and one sickle for a day of two bels.

(3) A raiyat may at his option pay the commuted value of the bheth-begar to the Shikmi Gaontias at the following rates:—

Six annas for ploughing for a day of one bel and three annas for a labourer with sickle or a day of two bels.

The Shikmi Gaontias will at harvest time provide a midday meal free of cost to the begari labourers.

XI.—GOVERNMENT FOREST BOUNDARIES.

The raiyats of this village will maintain the Government reserved forest boundaries adjoining this village.

IV.

Zamindari Wajib-ul-arz for Sambalpur district.

Part I.—Of the rights and liabilities of the zamindar as against Government.

I.—TENURE.

1. The tenure of the zamindari is impartible and non-transferable, save to the nearest heir, and each such transfer shall be subject to the approval of the local Government. The zamindari is held by one person, the zamindar or zamindarin for the time being, and is held

on condition of loyalty, proper management, and the improvement and cultivation of the estate.

2. The privileges of the zamindar are personal and should at any time the estate be transferred otherwise than in accordance with this clause, the Government will be at liberty to impose a full land revenue and forest assessment and to resume all special zamindari privileges.

II.—SUCCESSION.

1. On the death of the zamindar the estate devolves upon his eldest legitimate son. In default of a son, either born to him or adopted, the estate devolves upon the nearest legitimate heir of the zamindar according to Hindu law and the custom of the family. In the event of any dispute arising as to the legitimacy of any claimant to the succession, the case shall be decided according to the custom of the family by the local Government.

2. In the event of the first in order being in the opinion of the local Government unfit to carry out the conditions of clause I, the zamindari devolves upon the nearest heir who may be considered fit by the local Government.

III.—REMOVAL OF ZAMINDAR AND FORFEITURE OF PRIVILEGES.

The zamindar in the case either of gross misconduct or of mal-administration is liable to removal or forfeiture of privileges by the local Government.

IV.—MAINTENANCE OF RELATIONS.

The members of the zamindar's family have the right to suitable maintenance from the zamindar, but in the event of any portion of the zamindari being assigned in lieu of maintenance to a member of the zamindar's family or any other person such assignments will only be valid with the permission of the Board of Revenue and on such terms as the Board of Revenue may prescribe. No member of the zamindar's family or any other person is entitled to hold or enjoy any portion of the zamindari in proprietary right by reason of such portion of the zamindari having at any time been assigned to, or continued in the possession of, such person for his maintenance or any other purpose.

V.—VILLAGE MANAGEMENT.

The villages of the zamindari are managed according to the conditions of part II of this *Wajib-ul-arz* and in accordance with such provisions as may from time to time be laid down by law, or by order having the force of law.

VI.—FERRIES.

The zamindar shall continue as at present to manage the ferries in accordance with the laws and rules prevailing in the khalsa and shall take care that the interests of the khalsa do not suffer from the arrangements. If at any time it is considered expedient for Government to assume the management of this source of revenue, the zamindar shall receive reasonable compensation in respect of any loss of income resulting from such transfer.

VII.—FORESTS.

The forests or forest lands of the estate shall be managed in accordance with rules prescribed by the Board of Revenue. For the right to graze cattle in and take forest produce from the unsurveyed and *zabti* forests of the zamindari the zamindar may realize such fees from the tenants of the zamindari as the Board of Revenue may sanction from time to time.

VIII.—DUES ON TRADERS.

No transit dues are levied by the zamindar, but the zamindar, with the sanction of the Board of Revenue, may levy bazar-dues in selected towns at such rates and under such rule as may be approved, provided that the income from such dues be in every case spent on the improvement of the town in which they are levied.

IX.—MISCELLANEOUS DUES.

No dues not authorized by the *Wajib-ul-arz* shall be leviable by the zamindar without the sanction of the Board of Revenue.

X.—MINERALS.

All minerals are the property of Government which has a right of free access and egress thereto and therefrom.

Part II.—Of the relations of the zamindar with his thekadars, muafidars and tenants.

I.—VILLAGE MANAGEMENT.

1. In villages held *khari* the zamindar and in other villages the muafidar or thekadar nominated as manager by the zamindar is responsible for the management of the village and shall be the landlord within the meaning of section 2(5) of the Central Provinces Tenancy Act.

2. No co-sharer in a muafi or thekadari village can claim to have his share partitioned and separated. A tenant of a village in which sharers have made a private partition amongst themselves can always claim to pay his rent to the manager nominated by the zamindar under clause (1).

3. The zamindar in his home villages and the manager in the other villages will be assisted in the village management by a panchayat to consist of four tenants of the village elected by the tenants.

II.—VILLAGE SERVANTS.

The following village watchmen have been sanctioned for this village :—

Name of village or hamlet.	Class and name of village servants.	Area of service holding.	Other sources of income.	Remarks.
1	2	3	4	5

The village watchmen are appointed, dismissed and controlled by the Deputy Commissioner under section 147-A, Central Provinces Land Revenue Act, 1881, and the rules framed thereunder. The Jhankar and Ganda are entitled to levy a grain cess from the raiyats. The cess is fixed at $\frac{1}{4}$ tambis for a raiyat with one plough and double this quantity for a raiyat with more than one plough of land in the village. The same cess is payable by the Zamindar, Muafdar, Thekadar. In addition to other remuneration the Ganda shall receive as his perquisite the hides and horns of all dead cattle not claimed by the owners and he shall also receive a cash remuneration of Rs. $\frac{1}{2}$ per annum from the zamindar.

(2) Besides the watchmen, there are the following village servants :—

These may be dismissed and deprived of their service lands by the Zamindar, Muafdar, Thekadar, and the panches for failure to render due service.

III.—VILLAGE CUSTOMS.

(1) The village site consists of plots nos. :—

Each cultivator is entitled to a site for his house free of rent. But if he abandons his holding and remains absent from the village he loses his right to any house site he may have held. He is entitled to dispose as he pleases of any structures he have erected on the site or of their material provided he does so within one month of the site being allotted to another person.

The allocation of house sites will be done by the Zamindar, Muafdar, Thekadar and the panches. No fees may be realised for settling house sites with cultivators.

The rights of non-agriculturists to house sites occupied by them and buildings constructed by them are regulated by agreement with the Zamindar, Muafdar, Thekadar and the panches.

(2) Burial or burning grounds.

The villagers burn or bury their dead on plots nos. :—

(3) Plots nos. are used as Gothani.

(4) Plots nos. are the encamping ground.

(5) Bazar.

A *hat* meets on plot no. every day.

IV.—WASTE LANDS AND FORESTS.

(1) All waste land not forming part of existing holdings is the property of the zamindari. But the proprietary right is limited by the rights of user and easement set forth in this Wajib-ul-arz.

The following plots are reserved as grazing and forest lands :—Nos.

They shall not be occupied by any one without the special permission of the Deputy Commissioner.

(2) The villagers may graze their cattle on all village waste and jungle except the area recorded as zabti jungle of the zamindar and may take therefrom reasonable quantities of firewood, leaves, fencing thorns, thatching grass, timber for houses and agricultural implements for their own use within the village without payment but may not sell any such article.

(3) Forest land included in the mahal is managed by the zamindar in accordance with the rules framed from time to time by Government.

V.—RIGHTS OVER TREES.

(1) The cutting of trees on all waste lands will be regulated by the rules framed by Government under section 124-A, Central Provinces Land Revenue Act of 1881.

(2) The fruit of trees planted by persons in their own holdings or on their homesteads and the wood of such trees when they die are to be taken by the persons who planted them or their successors in interest so long as they retain their holdings or reside in the village. On transfer of the land the right in the trees is transferred also. The fruit of trees planted by a person within the holding or homestead of another is enjoyed by the person who planted them and when they die the timber is taken by ^{the planter} the planter and the occupant of the land in equal shares.

(3) The fruit of trees planted by persons on waste lands or on unoccupied village site is to be enjoyed by the persons who planted them or their successors but the wood of such trees when they die is to be taken by the Zamindar, Muaddar, Thekadar.

(4) The fruit and timber of self-grown trees are to be enjoyed by the persons on whose lands they stand and by the Zamindar, Muaddar, Thekadar in case of those standing on waste lands.

(5) Groves now existing shall remain the property of their present possessors, but the zamindar shall be the proprietor of such groves should their owners relinquish the land on which they stand, or be ejected for arrears, or die without heirs.

(6) Occupancy tenants may plant groves on their land without permission. Fruit bearing trees may not be cut without the permission of the Deputy Commissioner.

VI.—VILLAGE ROADS AND THOROUGHFARES.

The following plots are the village roads.—Nos.

They are to be kept open and passable throughout the year. The zamindar, his managers and tenants shall repair them annually. They are not to be encroached upon except with the permission of the Deputy Commissioner.

VII.—TANKS AND IRRIGATION.

(1) All old tanks existing before the settlement of 1888 have been entered in the name of the zamindar but the Zamindar, Muaddar, Thekadar is bound to distribute water from them justly with the assistance of the panches and in accordance with the village custom to fields recorded as irrigated from them. He may not levy in addition to the rent any charge on account of water from these tanks.

(2) These tanks will be kept in good repair by the Zamindar, Muaddar, Thekadar and by the tenants whose lands are irrigated from them.

The beds of these tanks have not been assessed and cultivation within their limits is prohibited except with the special permission of the Deputy Commissioner.

(3) The Mokaddam is responsible for reporting to the Deputy Commissioner all encroachments.

(4) All tanks constructed since the settlement of 1888 have been recorded as the property of the constructor or his representative. The distribution of water from these tanks is made as recorded in the Irrigation statement.

(5) The beds of these private tanks have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

(6) Occupancy tenants can make tanks in their own holdings without permission, but for the building of a tank in the village waste the consent of the zamindar is necessary.

VIII.—STREAMS AND VILLAGE WATER CHANNELS.

The beds of streams and village water channels have been freed from assessment. All cultivation within their beds is prohibited except with the special permission of the Deputy Commissioner.

IX.—MAINTENANCE OF VILLAGE BOUNDARY MARKS.

The following village trijunction marks are to be maintained in this village. The Mokaddam is responsible for keeping them in repair with the help of the raiyats.

Total number of trijunction stones.	Position with names of villages.	Signature of Mokaddam.	Remarks.
1	2	3	4

X.—DERAGHAR.

A deraghar or guest house is to be maintained in this village according to plan approved by the Deputy Commissioner. The raiyats and the ^{Zamindar}_{Muaddar}^{Thekadar} are responsible for keeping it in good repair. In case of default by any one the Mokaddam is to repair it and realise the costs thereof from the defaulters by applying to the Deputy Commissioner.

XI.—BHET-BEGAR.

(1) The raiyats render bhet-begar for the cultivation of sir lands in this village.

(Alternative clause).

There is no sir in this village and raiyats are liable to render bhet-begar for the cultivation of sir lands belonging to the zamindar in mauza situated within 3 miles of this village.

(2) Raiyats with no plough are not liable to render bhet-begar. Raiyats with one or more ploughs are liable to render one plough for one bel and one sickle for a day of two bels.

(3) A raiyat may at his option pay the commuted value of the bhet-begar to the ^{Zamindar}_{Muaddar}^{Thekadar} at the following rates:—

Six annas for ploughing for a day of one bel and three annas for a labourer with sickle for a day of two bels.

The ^{Zamindar}_{Muaddar}^{Thekadar} will at harvest time provide a midday meal free of cost to the begari labourers.

XII.—GOVERNMENT FOREST BOUNDARIES.

The raiyats of this village will maintain the Government and zamindari reserved forest boundaries adjoining this village.

XIII.—NAZRANA FROM THEKADARS.

The zamindar will not levy premia (nazrana) when granting or renewing leases, but will receive in lieu thereof an annual payment.

XIV.—CESSSES.

No cesses other than the Dasahra offerings and Pushpurni and Rakhi, may be levied by the zamindar except with the sanction of the Board of Revenue.

APPENDIX P.

I

Kabuliyat Form for Gaontiai and Malguzari villages.

Whereas the settlement of Mahal _____ Mauza _____ situated in the _____ Tahsil of the Sambalpur district has been completed, ^{we} the ^{Lambardars} ^{Lambardars} of the aforesaid mahal do hereby accept, under section 54 of the Central Provinces Land Revenue Act of 18-1 (XVIII of 1881); the newly assessed jama as sanctioned by the Board of Revenue for _____ years, i.e., from 1st July 19____ to 30th June 19____ and thereafter till a fresh settlement is made.

^{we} shall be responsible for the collection and payment to Government, as part of the revenue of the mahal, of the jamas of any muafi plots situated in the mahal which may hereafter be resumed to Government.

^{we} hereby bind ^{ourselves} ^{myself} to abide by all the conditions entered in the Wajib-ul-arz now signed by ^{us} ^{me}.

^{we} admit that a breach of the conditions relating to the management of malguzari forests and the illicit enclosure of waste will warrant the Government in annulling the settlement of the mahal.

^{we} also bind ^{ourselves} ^{myself} to pay the undermentioned cesses during the period of the settlement, and if they are altered or increased during the currency of the settlement by legislation or under the orders of Government to pay the cess at the altered or increased rates.

Signatures.

Sanctioned Jama.

Date

Cesses

- (1) Road cess.
- (2) Other cesses, if any.

II.

Kabuliyat for Kamiljama and cess on land assets in zamindaries.

Whereas the settlement of mauza _____ in the _____ zamindari in the _____ Tahsil of the Sambalpur district has been completed, I, _____ the zamindar of the aforesaid zamindari do hereby accept under section 54 of the Central Provinces Land Revenue Act of 1881 the newly assessed kamiljama stated below as sanctioned by the Board of Revenue, Bihar and Orissa, for twenty years, i.e., from 1st July 192____ to 30th June 194____ and thereafter till a fresh settlement is made.

I hereby bind myself to abide by all the conditions of the wajib-ul-arz now signed by me. I admit that a breach of the conditions relating to the management of zamindari forests and the illicit enclosure of the waste will warrant the Government in imposing the penalties of part I, clause III, of the Wajib-ul-arz.

I also bind myself to pay the undermentioned cesses during the period of the settlement, and if they are altered or increased during the currency of the settlement by legislation or under the orders of Government to pay the cess at the altered or increased rates.

Signature

Kamiljama

Date

Cess

Signature of the Assistant Settlement Officer, Announcement.

III.

Kabuliyat for Takoli in Zamindaris.

Whereas the settlement of _____ zamindari in the _____ Tahsil of the Sambalpur district has been completed, I _____ the zamindar of the aforesaid zamindari do hereby accept and agree to pay under section 54 of the Central Provinces Land Revenue Act of 1881, the undermentioned takoli fixed on my zamindari as sanctioned by the Board of Revenue, Bihar and Orissa, for a period of twenty years, i.e., from 1st July 192____ to 30th June 194____ and thereafter till a fresh settlement is made.

I also bind myself to pay the undermentioned cesses during the period of the settlement, and if they are altered or increased during the currency of the settlement by legislation or under the orders of Government to pay the cess at the altered or increased rates.

Signature

Date

1st kist.	2nd kist.	Total
-----------	-----------	-------

Takoli

Cess

Settlement Officer, Sambalpur.

IV.

Kabuliyat for Kamiljama and cess on siwai income in zamindaries.

Whereas the settlement of _____ zamindari in the _____ Tahsil of the Sambalpur district has been completed, I _____ the zamindar of the aforesaid zamindari do hereby accept under section 54 of the Central Provinces Land Revenue Act of 1881 the undermentioned kamiljama on my siwai income as sanctioned by the Board of Revenue, Bihar and Orissa, for a period of twenty years, i. e., from 1st July 192 _____ to 30th June 194 _____ and thereafter till a fresh settlement is made.

I do hereby bind myself to abide by all the conditions entered in the wajib-ul-arz now signed by me.

I also bind myself to pay the undermentioned cess on my siwai income during the period of the settlement and if it is altered or increased during the currency of the settlement by legislation or under the orders of Government to pay the cess at the altered or increased rates.

Signature

Kamiljama Rs.

Date

Cess Rs.

Signature of Settlement Officer, Sambalpur.

APPENDIX Q.

I.

Acts of the Governor-General of India in Council which are in force in the district of Sambalpur but are not applicable to other districts in the Province of Bihar and Orissa.

Year.	No.	Subject.	Repeals and amendments.
1	2	3	4
ACTS OF THE GOVERNOR GENERAL OF INDIA IN COUNCIL.			
1851	VIII	The Indian Tolls Act ...	Short title given, Act XIV of 1897. Rep. in part, Act XIV of 1870. " " Act XII of 1876. " " Act II of 1901. Rep. in part, amended and supplemented, Act VIII of 1883. Amended, Act XV of 1864. Supplemented, Act VIII of 1892.
1867	III	The Public Gambling Act ...	Rep. in part, Act XVI of 1874. Amended, Act XII of 1891. " Act I of 1908.
1875	XX	The Central Provinces Laws Act ...	Rep. in part, Act VI of 1873. " " Act III of 1879. " " Act IV of 1882. " " Act X of 1883. " " Act XIII of 1889. " " Act VIII of 1890. " " Act XII of 1891. Amended, Act II of 1879. Section 3 and Schedule A rep. in part in Sambalpur district, Act VII of 1905. Sections 11 and 12 rep. in Sambalpur district, Bengal Act II of 1908.
1878	XVII	The Northern India Ferries Act ...	Amended, Act I of 1883. " Act III of 1886. Rep. in part and amended, Act XII of 1891. Rep. in part Act II of 1901. Section 17 amended in Sambalpur, Bengal Act I of 1911.
1879	XIV	The Hackney Carriage Act ...	Rep. in part, Act XIII of 1889. " " Act I of 1903. " Acts IV and XVII of 1914.
1880	XIII	The Vaccination Act ...	Amended, Act IV of 1914.

Year.	No.	Subject.	Repeals and amendments.
1	2	3	4
1881	XVIII	The Central Provinces Land Revenue Act	Rep. in part and amended, Act XVI of 1889. " " " Act XII of 1891. " " " Act XII of 1898. " " Bengal Act IV of 1900. " " " Act I of 1911.
1882	V	The Indian Easements Act ...	Amended, Act XII of 1891. S. 8 sub. Act X of 1914.
1883	I	The Central Provinces Local Self-Government Act.	Amended, Act XVI of 1895.
1890	I	The Revenue Recovery Act ...	S. 1 rep. in part, Act X of 1914. S. 3 am., Act IV of 1914.
1898	XI	The Central Provinces Tenancy Act ...	Amended, Act XXI of 1899.
1899	V	The Central Provinces Court of Wards Act	.....
1902	XI	The Central Provinces Village Sanitation Act.	.....
ACTS OF THE LIEUTENANT-GOVERNOR OF BENGAL IN COUNCIL			
1906	IV	The Sambalpur Civil Courts Act.	
1908	II	The Sambalpur (Evidence) Act.	
1909	IV	The Sambalpur Delegation Act.	
1911	I	The Sambalpur Repealing and Amending (Rates and Cesses) Act.	
BIHAR AND ORISSA ACT.			
1924	I	The Bihar and Orissa (Central Provinces Municipal) Repealing Act. The law regulating settlements of land revenue and rent in the Sambalpur district consists of the Central Provinces Land Revenue Act (XVIII of 1881) and the Central Provinces Tenancy Act (XI of 1898) and the statutory rules thereunder. These Acts give all the necessary powers for making a survey as well as settlement and the Bengal Survey Act is not in force in the district.	

II

Other Acts which are in force in the district as well as in other parts of the Province of Bihar and Orissa.

Year.	No.	Subject.	Remarks.
1	2	3	4
		ACTS OF THE GOVERNOR GENERAL OF INDIA IN COUNCIL.	
1860	XL	The Indian Penal Code.	
1861	V	The Police Act.	
1865	X	The Succession Act.	
1867	XXV	The Press and Registration of Books Act.	
1870	VII	The Court-fees Act.	
1871	I	The Cattle Trespass Act.	
1871	XXIII	The Pensions Act.	
1872	I	The Indian Evidence Act.	
1872	III	The Special Marriage Act.	
1872	XV	The Christian Marriage Act.	
1873	X	The Oaths Act.	
1874	IX	The European Vagrancy Act.	
1874	XIV	The Scheduled Districts Act.	
1878	I	The Opium Act.	
1878	VI	The Treasure Trove Act.	
1878	VII	The Forest Act.	
1878	XI	The Indian Arms Act.	
1879	XVIII	The Legal Practitioners Act.	
1881	V	The Probate and Administration Act.	
1881	XI	The Municipal Taxation Act.	
1883	XIX	The Land Improvement Loans Act.	
1884	VI	The Indian Explosives Act.	
1884	XII	The Agriculturists Loans Act.	
1885	XIII	The Indian Telegraph Act.	
1886	II	The Indian Income-tax Act.	
1886	V	The Births, Deaths and Marriages Registration Act.	
1887	XII	The Bengal, Agra and Assam Civil Courts Act.	
1889	II	The Measures of Length Act.	
1889	VII	The Succession Certificate Act.	
1890	VI	The Charitable Endowment Act.	
1890	IX	The Indian Railways Act.	
1890	XI	The Prevention of Cruelty to Animals Act.	
1892	X	The Government Management of Private Estates Act.	
1894	I	The Land Acquisition Act.	

Year.			No.	Subject.	Remarks.
1	2	3	4	5	6
1894	IX	The Prisons Act.	
1897	III	The Epidemic Disease Act.	
1897	VIII	The Reformatory Schools Act.	
1898	III	The Lepers Act.	
1898	V	The Code of Criminal Procedure.	
1898	VI	The Indian Post Office Act.	
1899	II	The Indian Stamp Act.	
1899	VIII	The Petroleum Act.	
1899	XIII	The Glanders and Farcy Act.	
1900	III	The Prisoners Act.	
1901	II	The Indian Tolls (Army) Act.	
1901	VI	The Assam Labour and Emigration Act.	
1901	VIII	The Mines Act.	
1903	XV	The Indian Extradition Act.	
1907	III	The Provincial Insolvency Act.	
1908	V	The Code of Civil Procedure.	
1908	IX	The Indian Limitation Act.	
1908	XVI	The Registration Act.	
1909	IV	The Whipping Act.	
1911	XII	The Indian Factories Act.	
1912	II	The Co-operative Societies Act.	
1912	VIII	The Wild Birds and Animals Protection Act.	
1914	VIII	The Motor Vehicles Act.	
1914	IX	The Local Authorities Loans Act.	
1919	XII	The Poisons Act.	
BENGAL REGULATIONS.					
1799	V	The Bengal Wills and Intestacy Regulation.	
1804	X	The Bengal State Offences Regulation.	
1806	XI	The Bengal Troops Transport and Travellers Assistance Regulation.	
1812	XI	The Bengal Foreign Immigrants Regulation.	
1818	III	The Bengal State Prisoners Regulation.	
1825	VI	The Bengal Troops Transport Regulation.	
1825	XI	The Bengal Alluvion and Diluvion Regulation.	
1827	V	The Bengal Attached Estates Management Regulation.	
BIHAR AND ORISSA ACT.					
1915	II	The Exercise Act.	

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No. 5531.
DEPARTMENT OF LAND RECORDS AND SURVEYS,
BIHAR AND ORISSA.

FROM

A. D. TUCKEY, Esq., I.C.S.,
DIRECTOR OF LAND RECORDS AND SURVEYS,
BIHAR AND ORISSA,

TO

THE SECRETARY TO THE BOARD OF REVENUE,
BIHAR AND ORISSA.

Dated the 24th December 1926.

SUBJECT.—Final report—Sambalpur Settlement.

SIR,

I HAVE the honour to submit the Final Report on the land revenue settlement of the Sambalpur district prepared by Khan Bahadur Muhammad Hamid and to request that Government may confirm the settlement made.

Sambalpur was transferred from the Central Provinces to Bengal in 1905, and to Bihar and Orissa at its constitution as a province in 1912. This is the fourth regular settlement of the district, the three previous settlements having been made under the administration of the Central Provinces. When the district was taken over by the British Government the land revenue was fixed on the basis of the fixed cash rents only, which have been estimated at not more than one-sixth of the total amount actually received from the villages. This accounts to a great extent for the extremely light incidence of rent in Sambalpur, another cause for which has been the rapid development of cultivation under the security of British rule, which has resulted in the successive enhancements falling largely on the new cultivation, and not raising the incidence of rent pressure beyond a height which is still extraordinarily low compared with the other districts of this province.

In the Government resolution on the last settlement it is remarked that the settlement report well illustrates the different points of view which result from the existence of a temporary and of a permanent settlement of land revenue. The resolution continues :—

“ It is inevitable that to an officer of the permanently-settled area in Bengal the classification of land should appear at first sight over-elaborate, and equally inevitable that the disputes and the rival interests of landlord and tenant should appear to have received insufficient attention.”

2. *Central Provinces and Bengal settlements compared.*—These two points of view are illustrated by comparing the revenue settlement of Sambalpur with that of the temporarily-settled area which forms the bulk of the three coast districts of Orissa, Balasore, Cuttack and Puri. In the last revenue settlement of these districts various experiments at ascertaining soil rates of rent were made, but the Bengal Tenancy Law, which recognises only two main reasons for altering rents, (1) differences from the prevailing rate of similar land in the village and (2) a rise or fall in the price of food-grains, made it difficult that they should succeed, and in the end the only criterion of fairness by which the rents were tested was the average village rate i.e., the average incidence per acre of the total of the rents of *pahi* raiyats in the village,

which were taken as competition rents and left unaltered. The rate of the total rents of the *thani* raiyats in the village, not the rate of individual rents, was compared with this village rate, and where it was low all the rents of the *thani* raiyats were raised. In the present settlement the raiyats' rents are being raised by so many annas in the rupee in each village, 25 per cent. being taken as the normal, but the enhancement being varied according to the condition of the village as indicated by its liability to damage from floods and by the average sale price and the estimated average outturn of its land.

The unit is thus the village, and the distribution of rent and land revenue over the lands within the village is determined in the main by the landlords and tenants themselves and not by Government. Under the soil unit system of Sambalpur the relative value of every field in the village is determined by Government and the rental of the village is distributed between the tenants according to the number of soil units in each holding, subject to certain remission when the enhancement exceeds 25 per cent. Most officers who have studied the unequal incidence of rent between tenants of the same village and its causes will agree that the Sambalpur system is much the more satisfactory and by a fairer distribution of the burden enables both rent and revenue to be paid with greater ease and less risk of hardship.

On the other hand, to an officer of this province, the record-of-rights prepared under the Central Provinces system seems inadequate and faulty. It was a record prepared for Government rather than a record prepared both for Government and the people which would enable the latter to understand and maintain their rights in the land. The rent certificate given to the tenants did not contain sufficient particulars to enable them to identify their lands, and left them dependent on the help of the patwari in any land dispute. In the present settlement the tenants were given *parchas* containing the necessary details, the elaborate and voluminous intermediate reports on the assessment were reduced in number and cut down in length, and finally the maintenance of land records has been simplified and changed from an annual into a triennial maintenance, and the patwari staff reduced to half its former number while more extended check of their work has been provided for.

3. *Preparation of maps.*—Under the Central Provinces system of maintenance of land records the maps are kept up to date, and a fresh survey is not part of settlement work. The patwaris kept traces of the map and surveyed on these fresh cultivation and other alterations. It was found in 1909 by the Director of Land Records that these traces had stretched and contracted to such an extent that they were unfit for accurate survey. Field boundaries which had not altered in position were found by the patwaris to disagree with their traces and were corrected. The old maps also were unsuitable to be the basis of a revision settlement. The solution of this difficulty was found in having new maps prepared by the patwaris on fresh sheets with the old traverse stations plotted on them. This new survey was completed in five years by the middle of 1920, and a fresh record was written at the same time.

4. *Land classification.*—It was decided that a Deputy Collector should be in charge of the settlement, and it was proposed to post him as Settlement Officer in July 1921. Under the Central Provinces Settlement Code the Settlement Officer should be posted to the district for a year before the actual start of the settlement, and with the help of crop-cutting experiments and detailed study of local conditions, should have formed sound opinions on the land classification, the assessment groups, the enhancement which could fairly be taken, etc., before the actual routine work of the settlement kept him too busy for such detailed study.

Actually Mr. H. McPherson did not join as Settlement Officer until the middle of October, 1921, and the attestation camps could not be opened until January, 1922. This unfortunate delay had, I think, a considerable effect on the whole course of the settlement. The work was behind time and was being rushed through during the whole of the first year, with the result that no inception report was submitted, the preliminary assessment report for the Bargarh khalsa had to be compiled without sufficient scrutiny of

the last settlement classification and system of assessment and not unnaturally followed the line of least resistance by making no change. Khan Bahadur Muhammad Hamid took charge from Mr. McPherson as Settlement Officer in July, 1922, and did not take up the question of making any change in the classification, as he explains in paragraph 47 of the report.

In the khalsa area and the smaller zamindaris in Bargarh Dewar had 30 classes of land ranging from *barchha khari*, sugar cane land getting village drainage, with a factor of 50, and *bahal I khari pani*, the best class of rice land, with a factor of 38, to *at*, ordinary upland, with a factor of 2. This classification was again adopted as Mr. McPherson thought that it was understood and appreciated by the people, who did not desire any change, and that it would place the enhancement mainly on the well-to-do people who could afford it, while a simplification might shift more of the enhancement on to the shoulders of the poorer classes. The classes and their factors are given in paragraph 47 of the report. In the open tract of the Borasambar zamindari and in all the zamindaries of the Sambalpur Tahsil, a simpler classification into nine classes was made by Dewar and this classification was maintained in these areas and was extended to the rest of the Borasambar zamindari.

The classification is open to criticism in two respects. The first is that in the khalsa it is unnecessarily elaborate for the low rents in Sambalpur. This view has been held by Mr. Hamid, by all the Directors of Land Records and by Sir Hugh McPherson, and personally I doubt if such small differences between classes can be decided accurately by the settlement staff or understood thoroughly by the people. The second is one taken by Dewar at the last settlement. He stated in paragraph 143 of his report that he did not consider that sufficient relative weight had yet been laid on the richer classes of land. He did not, however, in the face of general opinion and of previous practice think it advisable to go further in this direction. With this I agree. The general factors for the three main classes of rice land, *bahal*, *berna* and *mal* and for *at*, ordinary upland are 30, 18, 10 and 2. *Barchha* and *bari* which together only comprise 2 per cent. of the cultivated area are disregarded. The comparison of these factors with those used in rent settlement in different parts of Chota Nagpur, where the conditions are very similar, supports the view that the higher classes of land in Sambalpur could be more heavily weighted.

	1st class rice land.	2nd class rice land.	3rd class rice land.	Lowest class of upland.
1	2	3	4	5
Sambalpur khalsa	15	9	6	1
Sambalpur Borasambar zamindari and zamindaris of sadr tahsil	15 12	10½ 8	7½ 4	1 1
Maobhum	24	15	8	1
Ranchi	20 16	16 12	10 8	1 1
<i>Hazaribagh—</i>				
Kharagdiha Government estate	48	32	16	1
Gomia and Mandu	16	10	8	1
Giridih	14	10	7	1
Palasmas zamindari estates	31 25	14 17	8 7	1 1
Government estates	19	13	7	1

The factors in other parts of Hazaribagh mostly approximate to those given for Gomia and Mandu.

In paragraph 48 the Settlement Officer writes that another question for decision at the next revision will be the necessity of reclassifying the old fields. He gives details for eight selected villages which show an increase of 33,476 soil units from improvement in the classification against 10,165 units from new cultivation. To my mind there is no doubt that a reclassification will be an essential part of the next revision and if at that time a reduction of the number of classes is combined with raising the ratio between the factors for the higher classes and the lower, the objection that such a reduction will shift the enhancement from the wealthier to the poorer people will be discounted.

5. *Material improvement.*—The occupied area in the district has increased since the last settlement by 147,754 acres or 12½ per cent. More than half of this increase has been in the Borasambar zamindari. The other agricultural statistics show that the improvement in the cultivated land has been considerably greater than the actual increase in area. The increase in the area under rice is 24 per cent. and in that under sugarcane 70 per cent, while the irrigated area has increased by 42 per cent. The last paragraph shows how the higher classes of land have increased. Land values have risen and there has been a great increase in trade and improvement in the standard of living. The cattle of the district are still poor and the principal cause is reported to be the insufficiency of bulls and the practice of using immature young bulls for service for a short time and then castrating them for plough work. The absence of stall feeding is probably a cause also. It is not due to lack of pasturage. Eight per cent. of the whole area, excluding the forest reserves, has now been reserved as grazing ground (paragraph 53), the area reserved at last settlement being more than trebled. This is a satisfactory feature of the settlement and Sambalpur is probably better off in this respect than any other district of the province.

6. *Rent settlement.*—Government sanctioned an enhancement of 25 per cent. in the rates of rent throughout the district. The actual rent enhancement in the khalsa area was 40 per cent. but the rates were enhanced by 23 per cent. only, the balance of the increase coming from the extension of cultivation and the improvement of classification. The 16 different soil unit rates of the last settlement were reduced to six and, to avoid excessive enhancements of individual rents, the rule was adopted that where the deduced rent exceeded the existing rent by more than 25 per cent. an abatement was allowed equal to half the difference between the deduced rent and the existing rent enhanced by 25 per cent. The same principles were applied in the zamindaris. In the Borasambar zamindari which has an area of 841 square miles their application required more consideration as rents had been settled on the soil unit system in 157 villages only out of 476. In the remaining villages a summary settlement was made without enhancing rents, the home farms alone being classified and valued at three different rates, 25, 30 and 35, according to the quality. When the existing pressure of the raiyati rents was calculated 53 different rates varying from 04 to 84 were found and they bore no relation to the rates fixed for the home farms. The raiyati rates were reduced to 9 varying from 20 to 100 and rates of 40 and 50 fixed for the home farms. It was found impossible to adopt the same soil unit rate for the raiyati rents and the home farms without unfairness either to the raiyats or to the zamindar and the thikadars. The incidence of rent per acre is now 6 annas 7 pies for the whole district against 5 annas 2 pies at last settlement. It is highest in Bargarh khalsa with an incidence of 8 annas 9 pies and lowest in Bargarh zamindaris with 4 annas 1 pie.

The fixation of the rents of thikadars in the zamindaris is discussed in paragraph 64. Following the principle of the last settlement they were fixed at 100 per cent. of the total raiyati rents plus the valuation of the home farms, though the Settlement Officer proposed a lower standard. The low valuation of the home farm, which comes only to a small fraction of the profits of its cultivation, the *nazranas* obtained on settlement of new land and on transfers, and the rent from land broken from waste make the thika worthwhile having

even though the thikadar obtains no commission on the collections which he makes from his tenants. That this is so, shows how profitable is the position of the *gaontia* in the *khalsa* at an assessment of 75 per cent. of the assets calculated in the same way, although this may seem high compared with the assessment in other temporarily-settled districts.

7. *Zamindari assessment*.—The *siwai* income of the zamindar is his income from forests, fisheries, ferries, etc., but chiefly from forests. The increase found in this settlement was very great, the total increase in the zamindaris being from Rs. 9,955 to Rs. 53,205. This amount comprises one-quarter of the total valuation of the zamindaris which was Rs. 2,25,926. The *kamil jama* or full assessment was taken at 60 per cent. of the valuation, but the revenue paid by the zamindars, called the *takoli*, was fixed at 40 per cent. of the *kamil jama* for four zamindaris, Barpali, Bijipur, Borasambar and Rajpur and at 50 per cent. for the other twelve. At the previous settlement the *takoli* varied from 22 per cent. in Barpali to 67 per cent. in Patkulunda and averaged 36 per cent. against the present average of 44. The total revenue payable by the zamindaris has been increased from Rs. 25,720 to Rs. 59,460.

8. *Revenue settlement*.—The total revenue of the district compared with that at the last settlement is as follows:—

	At last settlement.	Before revision.	Present settlement.
1	2	3	4
	Rs.	Rs.	Rs.
Khalsa	1,71,889	1,74,585	2,44,620
Zamindaris	25,720	25,720	59,460
Total	1,97,609	1,99,305	3,04,080

The increase in revenue from the settlement has thus been Rs. 1,03,775 or 5¹ per cent.

9. *Improvements*.—Very little concession is given by the Central Provinces rules for ordinary improvements affected by raiyats in providing irrigation and in embanking rice fields out of upland or waste. With the low rents prevailing in Sambalpur, the exemption allowed for land which has been newly irrigated or being assessed at the dry rate of its class instead of the irrigated rate, is almost nominal. Dewar makes this clear in paragraph 159 of his report. The total exemption over 20 years amounts to less than one-fifth of the amount spent. In this settlement exemption on this ground was usually less than the limitation placed on the enhancement under the general rule and was absorbed in that. No concession at all is given under the Central Provinces rules for *korkar*, land embanked into rice fields out of waste. In this settlement a concession was made that waste land converted into rice field of a class higher than *mal tikra* should be assessed at the rate fixed for the next lower class. This also is a very small concession as the average difference in the rate per acre of the two classes would be only about two annas. In the Kodarma Government Estate *korkar* is assessed at the upland or waste land rate for the period of the settlement whatever class it has been converted into, while in the private estates in Maubhum the old custom is to give a permanent remission of six-sixteenths of the rent assessed as fair. I think that more encouragement should be given to the construction of rice land of a class higher than *mal tikra*. In making *mal tikra* there is little expense and no concession is needed. It is the land on high gentle slopes or on the tops of the ridges and requires merely embankments of a few inches in height. But if land reclaimed into the higher classes of rice land was assessed for the period of the next settlement at the *mal tikra* rate, it would be a generous concession which should do much to encourage improvements.

10. *Record-of-rights*.—In chapter XIII a useful description of the record-of-rights is given. As explained above the raiyat has been given a *parcha* which contains the same details as the khatian, and should enable him to understand the record. An important paper of the record is the *wajib-ul-arz* or village administration paper, which is a record of village customs, rights and duties. The only other district in this province in which a similar record is written is the Santal Parganas. In Bihar such information was relegated to a village note which was not made part of the record, and in consequence, not being authoritative, has proved of little use and is seldom referred to.

The *wajib-ul-arz* is defective in one respect. In Sambalpur the house sites in the village are not the property of the different inhabitants or recorded in their khatians as in this province. Each cultivator is entitled to a house site free of rent, but if he abandons his holding and leaves the village he loses his rights therein. This custom is a most salutary one, but the record does not give authority to deal with encroachments on the village site by cultivation, and that it should do so would be of advantage. The four kinds of *wajib-ul-arz* are given in appendix O and a glossary of settlement terms in appendix N.

11. *Working of the land revenue and tenancy acts*.—In chapter XIV Mr. Hamid discusses the difficulties met with in the working of the Land Revenue and Tenancy Acts. These notes will be of great use if the amendment of the Acts is taken up. The most important questions dealt with are (1) village servants, (2) transfers by tenants, (3) bringing waste land under cultivation. The village servants are described in paragraph 83. The two servants of importance are the *jhankar* and the *ganda* who are watchmen and take the place of the village chaukidars. The *jhankar* is more than adequately remunerated by the land which he holds rent free, but the *ganda* usually is underpaid. I agree that legislation is required to permit the Deputy Commissioner or Settlement Officer to reduce the size of a service holding and declare the holder to be an occupancy tenant liable to pay rent for the excised area.

The position regarding transfers is most unsatisfactory and the law contains a grave anomaly which the Settlement Officer explains in his note on sections 46 and 47 of the Tenancy Act. This position was the chief grievance of the tenants and an entirely legitimate one. The question of transfers is one of the major issues between landlords and tenants everywhere and has not been solved satisfactorily or permanently by any of the tenancy laws in force in this province. Whatever justification there may be for providing a large income to landlords out of transfer fees in other parts of the province, the *gaontia* in Sambalpur, who is not the proprietor of the tenants' lands, has no just claim to such fees, nor, I believe, was it the intention of the legislature that these sections should have the effect of enabling the landlord to obtain a transfer fee. This however has been the effect and the transfer fee is anything from 25 per cent. of the consideration money upward. Similarly the recognised custom that a tenant may not bring any waste land under cultivation without first taking the landlord's permission has had the effect of enabling the landlords, including the *gaontias* in khalsa villages, to obtain *nazranas* for new cultivation, although the *gaontias* are expressly forbidden by the *wajib-ul-arz* from doing so. A limit of two years for bringing such suits, as suggested by the Settlement Officer, would be useful in preventing the practice.

12. *Relations between landlords and tenants*.—In paragraph 31 the opinion is given that the relations between landlords and tenants are not so good as they were 20 years ago. The chief grievance of the tenants is the demand for *nazranas* on transfers and new cultivation discussed above. Another cause is the dissensions between the *lambardar gaontia* and his co-sharers. On the whole however the friction is slight compared with most parts of this province, and a large factor in this is the system of rent receipt books. Every tenant has a rent receipt book in which the rent demands and payments are entered and are checked by the revenue staff. There are practically no disputes about either the amount of rent due or whether payment has been made or not. The rent suits in the whole district average only 120

a year for the last eleven years. This is no doubt largely due to the low pitch of the rents but is also due to a great extent to the absence of disputes over what is due and what has been paid. Begari is also on a satisfactory footing in Sambalpur. There is no indication that more is extorted than the low amount of one plough for one *bel* or half day and harvesting for two *bels* recorded in the *wajib-ul-arz*. These can be commuted into a cash payment of 6 annas and 3 annas respectively, but do not press sufficiently hardly to make commutation popular.

13. *Cess*.—The question of cess payments is under the consideration of Government and the joint proposals of the Deputy Commissioner and Settlement Officer made in 1923 are summarised in paragraph 67 of the report. They are based on the principle that Sambalpur should come under the cess law of this province and contribute on the same scale as other districts. At present the district pays cess on a lower scale and is helped by large grant from Government.

14. *Borasambar Forest management*.—Chapter VIII contains a report on the commutation forest fees of the Borasambar zamindari and in chapter VII Mr. Hamid recommends that a complete survey of the forest reserves of this zamindari should be made, and then detailed rules of management framed. The zamindar is bound under the *wajib-ul-arz* to abide by such rules.

15. *Cost of the Settlement*.—The total net cost of the settlement was Rs. 2,18,317, giving a cost rate of 1 anna 9 pies per acre against 2 annas 1 pie at Mr. Dewar's settlement. This however excludes the cost of the maintenance staff which was employed wholly on settlement work for four years. The expenditure from the maintenance budget for this period was Rs. 2,37,028. The whole cost of the settlement thus comes to Rs. 5,55,345 or about 5½ times the increase in revenue. Thus, even including the maintenance cost (which is not included in the Central Provinces), the settlement has been a distinctly cheap one and gives a good margin of profit to Government.

16. *Conclusion*.—Mr. Hamid has written a clear and interesting report and was an excellent Settlement Officer showing ability, tact and powers of organisation of a high order. Mr. H. McPherson also did useful work but was handicapped both by the late start of the settlement and by ill-health. I recommend to the notice of the Board the officers whose names have been mentioned in the report.

I have the honour to be,

SIR,

Your most obedient servant,

A. D. TUCKEY,

Director of Land Records and Surveys,

Bihar and Orissa.

No. 17-2-2.

BOARD OF REVENUE, BIHAR AND ORISSA.

FROM

RAI BAHADUR C. C. MUKHARJI,
SECRETARY TO THE BOARD OF REVENUE,
BIHAR AND ORISSA,

TO

THE SECRETARY TO THE GOVERNMENT OF
BIHAR AND ORISSA, REVENUE DEPARTMENT.

Dated Patna, the 3rd March 1927.

SUBJECT:—Final report on the Land Revenue Settlement of Sambalpur.

SIR,

Under rule 615, page 162 of the Bengal Settlement Manual, 1908, I am directed to forward the Final Report on the survey and settlement operations in Sambalpur written by Khan Bahadur Muhammad Hamid, together with the review on the report written by Mr. Tuckey, the Director of Land Records. The Board confines its remarks to a few subjects, which are mentioned below:—

2. As required by section 28 of the Central Provinces Land Revenue Act, 1881, the inception of the operations was sanctioned by the Government of India in Mr. Hearn's letter no. 937-198-2, dated the 9th September 1921, to the local Government in the Revenue Department.

3. Paragraph 1 of the report—*Demarcation of district boundaries*.—It was at first thought that there were disputes on an extensive scale regarding the district boundary and the boundaries of several adjoining Feudatory States. After protracted correspondence and a conference between the representatives of Government and the states concerned, it has now been ascertained that the dispute is confined to the boundary between the Bamra State and the Kolabira and Laira zamindaris and the Tampargarh malguzari estate in the district; for the demarcation of at least a portion of this boundary a Boundary Commission will be necessary. The Board is now in a position to lay the matter before Government.

4. Paragraph 22—*Rise in land values*.—It is to be noted that the average price of land per acre rose from Rs. 16-11-0 to Rs. 36-4-0, an increase of about 125 per cent. as compared with the previous settlement. In paragraph 8 of his review the Director of Land Records calculates that the increase in the total revenue has been only 51 per cent.

5. Paragraph 23—*Agriculture*.—The cropped area of the district has increased by 17 per cent. The wasteful method of *bihora* ploughing is not discussed by the Settlement Officer but is apparently still in vogue.

6. Paragraph 26.—*Irrigation*.—The increase of 42 per cent. in the irrigated area of the whole district is very large.

7. Paragraph 30.—*Maintenance of land records*.—The question of the reorganisation of the system of maintenance of land records in Sambalpur was the subject of prolonged discussion with the Director of Land Records, the Commissioner of Orissa, the Board and Government. The revised rules relating to patwaris and the superior land records staff were approved by Government in Mr. Lewis's letter no. 1469-R.T.—VIL-8—25, dated the 15th October 1925. The revision of the establishment was sanctioned by Government in Mr. Lewis's letters no. 1524-R.T.—VIL-2, dated the 28th October 1925 and no. 6281-R.—VIL-4, dated the 2nd July 1926. The revised scheme has been sanctioned for three years as an experimental measure.

8. Paragraph 31 and last sub-paragraph of paragraph 77.—*Nazarana for cultivating waste lands*.—On the recommendation of the Deputy Commissioner and Commissioner the Board in its no. 17-205A-2, dated the 2nd November 1926, moved Government to issue a notification enforcing the prohibition against the taking of nazarana in all khalsa gaontiahi villages. Nazarana is prohibited in the wajib-ul-arz, but no penalty is attached. In reply Government in Mr. Lewis's no. 1562-R.—S-25, dated the 12th February 1927, have agreed to issue a notification under section 123 of the Central Provinces Land Revenue Act to prevent gaontias from levying nazarana on new settlements of waste lands but considers villages should be excluded, where all or all except a limited quantity of the available cultivable waste land outside the communal and reserved lands, has been brought under the plough. Government have therefore instructed the Deputy Commissioner to examine the record-of-rights and to report the villages to which the notification should be extended as containing a considerable extent of unsettled cultivable waste.

Lambardars.—The question mentioned with regard to the lambardars came to Mr. Foley's notice when he was Commissioner of Orissa: he considers the view taken by the civil courts of the status of lambardars to be very unfortunate and agrees with the Settlement Officer's remarks.

9. Paragraph 32.—*Bhet-begar*.—It is satisfactory that bhet-begar is not generally a source of friction between landlords and tenants as elsewhere.

10. Paragraph 33.—*Village servants*.—The Settlement Officer suggests legislation to reduce the holdings of the *jhankar* and to increase the holdings of the *ganda*. The proposal is supported by the Director of Land Records in paragraph 8 of his review. The Board is not competent to express an opinion, but probably considerable opposition is to be anticipated.

The Board doubts the wisdom of the other suggestion made in this paragraph by the Settlement Officer of abolishing the service holdings of the minor village servants described.

11. Paragraph 36.—*Levy of jungle fees in Borasambar zamindari*.—Attention is invited to the recommendation of the Settlement Officer that a complete survey of the zamindari reserved forest should be undertaken.

12. Paragraph 53.—*Gramya jungle*.—It is observed that the area recorded as reserved grazing ground in the whole district is now 161,579 acres, recorded with the consent of zamindars and tenants, as against 52,110 acres recorded in the khalsa gaontiahi area alone in the last settlement.

13. Paragraph 54.—*Encroachment on communal lands*.—The Deputy Commissioner in connection with the revision of the Central Provinces Revenue manual made certain proposals on this subject to the Commissioner of Orissa in May 1926, which after correspondence were forwarded to the Board in August 1926. The Board, after further correspondence and after obtaining legal opinion, recommended that Government would adopt the proposals, which were (i) to issue a notification under section 123 of the Central Provinces Land Revenue Act, XVIII of 1881, enforcing the provisions of the wajib-ul-arz prohibiting encroachments on village roads, paths, reserved forests, grazing land or beds of tanks: (ii) to issue a rule under section 162 of the Act penalizing all such encroachments.

Government in Mr. Lewis's no. 1560-R.—S.-255, dated the 12th February 1927, pointed out certain objections and held that the administrative grounds adduced were not sufficient: to report encroachments was the duty of the mukaddams and patwaris: the Deputy Commissioner appeared to possess sufficient powers to remove encroachments when reported: the measures were besides considered premature, since it was necessary to observe the effects of the return of the patwaris to their circles in preventing encroachments passing unnoticed.

14. Paragraph 55—*Appeals*.—Seeing that the settlement operations covered the whole district the number of appeals preferred does not seem excessive.

15. Paragraphs 59 to 60 and 63 to 64—*Classification of soils and assessment of rents*.—An improvement was effected by reducing the 16 different soil-unit rates to 6.

In the case of raiyati lands in the khalsa area the existing rents were at first enhanced up to 25 per cent. but where the deduced rent exceeded the existing rent by more than 25 per cent, an abatement was allowed equal to half the difference between the deduced rent and the existing rent enhanced by 25 per cent. The object was to ease the enhancements in the case of individual raiyats. The result was that the rates in the khalsa area were enhanced by 23 per cent. only. The enhancement seems very low in view of the fact that the price of food grains has advanced by nearly 50 per cent. during the last 15 years.

As regards the rate of assessment in khalsa gaontiahi villages the method described in paragraph 144 of Mr. Dewar's Settlement Report was followed. The Board agrees with the Director of Land Records' remarks in paragraph 6 of his review about the low valuation. It agrees also with his opinion that the higher kinds of land are capable of higher assessment.

16. Paragraph 66—*Assessment of kamil jama and takoli*.—The average percentage of the *takoli* on the *kamil jama* was raised from 36 in Mr. Dewar's settlement to 44 in the present settlement.

17. Paragraph 67—*Cess*.—In Mr. Khashtgir's letter no. 5-22-10, dated the 21st December 1923, Mr. Morshead recommended the extension of the Bengal Cess Act 1880, to Sambalpur, but subsequently in Mr. Khashtgir's letter no. 5-33-3, dated the 18th March 1924, withdrew his proposals, and considered that the local officers should suggest legislation to Government. The Board communicated the last opinion on the subject received from the Deputy Commissioner in 1925 and the question is still under the consideration of Government in the Local Self-Government Department.

18. Paragraph 68.—The points raised in the petition from the gaontias were discussed at length by the Commissioner of Orissa and the Board and the orders of Government were subsequently obtained in December 1924. It is unnecessary to enter into details.

19. Paragraph 72.—*Nazul areas*.—Final orders have been passed by Government in respect of the revision of the records of the nazul lands in Jharsogra and Khetrajpur. The final report on the revision of the records of nazul lands in the Sambalpur mahal was forwarded to Government with the Board's no. 8-135-2, dated the 29th November 1926.

20. Paragraphs 76 and 77—*Working of the Land Revenue and Tenancy Acts*.—Khan Bahadur Muhammad Hamid has suggested various amendments in the Central Provinces Land Revenue Act and Central Provinces Tenancy Act. In Mr. Lewis's letter no. 3873-R.—IVL-52, dated the 12th April 1926, Government have stated that they are unwilling to undertake legislation in the near future.

Mr. Foley from his experience as Commissioner of Orissa and also as Commissioner of Chota Nagpur wishes to support the remarks made by the Settlement Officer and endorsed by the Director of Land Records on the subject of sections 46 and 47 of the Central Provinces Tenancy Act. The object of the legislature was to safeguard the raiyats from losing

their land to money-lenders. In Chota Nagpur the effect of the prohibition of transfer of a raiyati holding has been in many cases to deprive the raiyat of the benefit of a portion of the purchase money: the raiyat nominally surrenders his land to the landlord, who settles with the purchaser, retaining a portion of the purchase money himself. Under the Central Provinces Act, if a tenant unlawfully sells his holding, the person entitled to inherit, or failing him the landlord, is entitled to claim the land and annul the transaction. Usually however it is not the person entitled to inherit or the landlord that claims under section 47, but the gaontia. Thus the same thing happens as in Chota Nagpur.

21. *Paragraph 9 of the Director of Land Records' review.*—The Board is doubtful whether it will be wise to introduce the principle of korkar into Sambalpur, as the custom is not one familiar to the people. It is not proved that the people need more encouragement to terrace lands on the lower parts of slopes.

22. The Board considers Khan Bahadur Muhammad Hamid displayed marked ability in the conduct of the settlement and that his report is a very valuable one.

I have the honour to be,
 SIR,
 Your most obedient servant,
 C. C. MUKHARJI,
 Secretary.

No. 4010-R.

GOVERNMENT OF BIHAR AND ORISSA.

REVENUE DEPARTMENT.

R E S O L U T I O N.

The 20th April 1927.

READ—

The final report of the revised land revenue settlement of the Sambalpur district, together with the forwarding letters of the Director of Land Records and the Board of Revenue.

The requisite notification under section 28 of the Central Provinces Land Revenue Act XVIII of 1881, directing the commencement of these operations for the revision of the land revenue settlement of the Sambalpur district was issued by the local Government on the 19th November 1921, with the previous sanction of the Governor-General in Council. It was, however, necessary to make arrangements in anticipation some years previously since it had been noticed as early as 1908 that the maps maintained by the land records staff in the ordinary course of their duties were not sufficiently accurate to be used as the basis for the new proceedings. The tracing cloth used by the patwaris had stretched owing to the effect of heat and the constant use made of the traces in the course of the ordinary maintenance work; at the same time, the staff was ill-instructed in modern methods of map production. Under the arrangements ultimately made, the entire patwari staff was concentrated in the vicinity of Sambalpur in 1914, and trained in cadastral survey including map-drawing. By the middle of 1920 the survey and record-writing for the whole district was complete. Doubts had been expressed whether the patwaris, all of whom are drawn from the Sambalpur district itself, would prove sufficiently skilled to produce accurate maps, but these apprehensions were quickly set at rest. The maps were tested by the Director of Land Records and found to be excellent. For this result both the settlement authorities and the patwaris themselves deserve credit. Attestation camps were opened in January 1922, and after the completion of the intermediate stages of the operations, the announcement of the new assessments was commenced in February 1924 and completed for the whole district by June 1925. In September 1925 the land records staff returned to their circles, and by the terms of a notification no. 2766-S., dated the 17th March 1926, issued under section 39 of the Central Provinces Land Revenue Act XVIII of 1881, the revisional settlement operations were finally declared to have been completed.

2. The settlement now made of the Sambalpur district is the fourth since the time when that territory lapsed to the British Government in 1849, on the death without male issue of the last of the Chauhan Rajas of Sambalpur. The district was transferred from the Central Provinces to Bengal in 1901, and to Bihar and Orissa in 1912, on the constitution of this province. The last settlement of the district was made by the late Mr. Dewar on behalf of the Government of the Central Provinces, under the provisions of the Central Provinces Land Revenue Act XVIII of 1881. That Act has since been repealed in the province of its origin, but has remained in force in the Sambalpur district. The revised land revenue settlement now completed was, therefore, governed by the provisions of Act XVIII of 1881, and is the first since the incorporation of the Sambalpur district in the province of Bihar and Orissa. In the circumstances, the settlement officers entrusted with these

operations were required to assimilate a system which differs widely from that which obtains in any other part of this province. The differences between settlements in the Central Provinces and in this province have been well expressed in the Director of Land Record's forwarding letter. In the first place, settlement operations under the Central Provinces Land Revenue Act are primarily operations for the revision of the land revenue demand, and in order to ensure that the public exchequer obtains its due share of the assets, the relative value of every field in the village is determined by Government, who distribute the rental of the village between the tenants according to the number of soil units in each holding. This system is in contrast, for instance, with the settlement now being made of the temporarily-settled estates of Orissa, where the unit is not the field but the village, and the distribution of rent and land revenue over the lands within the village is determined for the most part by the landlords and tenants themselves, and not by Government. While the Central Provinces system more effectively safeguards the land revenue demand, it also ensures a fairer distribution of the rent and the revenue. On the other hand, when compared with the practice prevalent in this province, the record-of-rights prepared under the Central Provinces system appears defective. The opportunity was, therefore, taken during these operations to bring the record more into line with the record prepared in other parts of this province, the most important change being that in place of a rent certificate containing no details to enable the tenants to identify their lands, they have now been given *parchas* in the usual Bihar form in which the plot numbers of the fields comprised in the holding have been entered. His Excellency in Council trusts that the distribution of these *parchas* will tend to make the tenants rely less on the village patwaris, and to encourage them to place greater reliance on the record-of-rights.

3. Another important feature in which the Central Provinces practice differs from that obtaining in this province is in its elaborate and complicated system of land classification. Physically, the Sambalpur district is not very dissimilar from parts of Chota Nagpur, where a simple system for the classification of rice lands and uplands is found adequate. In the Sambalpur district, under the Central Provinces system, the land is divided into no fewer than thirty classes. It was partly owing to the unfamiliarity of the local officers with the system, that all these thirty classes were retained in the revisional settlement, lest changes might have unforeseen results. It should be possible when the district is next brought under settlement, to adopt a simpler system of land classification. The soil unit rates were, however, reduced from sixteen to six only. Government sanctioned an enhancement of 25 per cent. in the rates of rent throughout the district. To avoid excessive enhancements of individual rents, the rule was adopted that where the deduced rent exceeded the existing rent by more than 25 per cent. an abatement was allowed equal to half the difference between the deduced rent and the existing rent enhanced by 25 per cent. The rates of rent throughout the district still remained extremely low compared with standards in other parts of the province, the average incidence per acre even now being only 6 annas 7 pies against 5 annas 2 pies at the last settlement. There was considerable extension of cultivation during the twenty years of the previous settlement; thus the occupied area increased by approximately $1\frac{1}{2}$ lakhs of acres, which worked out to $12\frac{1}{2}$ per cent. of the whole. Of this increase more than half was in the large Borasambar zamindari estate in the extreme west of the district.

4. The revenue settlements were made on the same lines as those adopted at the previous settlement. Assets are calculated on a rental valuation of the *mahal*, while in zamindari estates the *siwai* income derived from forests, fisheries, etc., and in particular from forests, represents a considerable addition to the assets on which the assessment is made. In fact, the *siwai* income in zamindari estates rose from Rs. 9,955 to Rs. 53,805. In the *khalsa gaontiahi* villages, of which the *gaontias* are proprietors only of the *bhogra*, or home farm lands, Government take 75 per cent. of the assets. In the few *malguzari* villages, Government take 60 per cent. of the assets. The zamindars occupy a privileged position. In their case a calculation is made of the *kamil jama* of all the villages of the estate; that is to say, the assessment which would

have been paid if those villages had been held by *malguzars* is first calculated. The *takoli*, or feudal tribute as it originally was which the zamindar is required to pay as land revenue to Government, is then fixed by taking a percentage of the *kamil jama*. These percentages have varied for different zamindari estates, according to their past history, but the revisional settlement supplied a suitable occasion to level up the rates, and of the sixteen zamindari estates the *takoli* for 12 was fixed at 50 per cent. of the *kamil jama*, and at 40 per cent. for the Barpali, Bijepur, Borasambar and Rajpur estates only.

5. *Financial results.*—Proceeding from the rent and revenue assessments which have been briefly described, the revised land revenue settlement, which will remain in force for twenty years till its expiry in 1946, raises the total annual land revenue demand of the Sambalpur district by approximately one-third from Rs. 2,00,305 to Rs. 3,04,080. Excluding the charges on account of the maintenance staff permanently employed in the district, the total net expenditure amounted Rs. 2,18,316-4-8, which works out to the very economical rate of one anna nine pies an acre, against two annas one pie an acre at the previous settlement. If the cost of the settlement be taken to include the cost of the regular maintenance staff, then the expenditure involved amounted to a little more than five times the increase in the revenue. Thus whatever the calculation adopted, the revisional settlement has had results distinctly profitable to the public revenues.

6. The Settlement Officer comments on various anomalies and defects in the existing land revenue and tenancy law, several of them arising out of the status of the *gaontias*. *Gaontias* are to be found in some of the Feudatory States and in parts of the Central Provinces, where ordinarily they hold villages in farm, but the *gaontias* of the *khalsa gaontiahi* villages of the Sambalpur district possess a status peculiar to themselves. They are proprietors of the home farm lands, but are not proprietors of any other part of the village, in which, however, their status is that of landlords. The tenants of the *khalsa gaontiahi* villages are both Government raiyats under the Land Revenue Act, and in that capacity they pay cess as the holders of survey numbers; at the same time they are the tenants of the *gaontias* under the Tenancy Act. While the revisional settlement operations were in progress, Government examined the question whether it was desirable to repeal the old Central Provinces Land Revenue Act XVIII of 1881 and Tenancy Act II of 1898, and either to substitute special legislation adapted to the particular requirements of the Sambalpur district, or to borrow freely from the new land revenue and tenancy legislation now in force in the Central Provinces. The objection to the latter course was that it would still leave unsolved the various anomalies in the position of the *gaontias*, of their co-sharers and of the tenants of the *khalsa gaontiahi* villages; the objection to the former course was that in preparing a special land revenue code for the Sambalpur district, it would be necessary to undertake legislation on a scale no smaller than that required for all the districts of the Central Provinces, since in addition to the special *gaontiahi* tenure peculiar to Sambalpur, there are in existence in the district all the other forms of village rights for which the land revenue law of the Central Provinces provides: thus there are *malguzari* villages held by *malguzars*, impartible estates held by zamindars, and raiyatwari villages held directly under Government in charge of *patels* or village headmen. After full consideration Government decided that for the present the law should remain unchanged. Though anomalies may exist, the administration of the existing system does not present any very great practical difficulty. Were legislative proposals to be revived, the suggestions made by the Settlement Officer would be considered.

7. Turning to more general matters, Government note with regret that the relations between the landlords and tenants are described as less friendly than they used to be; but, on the other hand, agrarian relations are probably as good in the Sambalpur district as in any other part of the province. The levy of *nasarana*, whether on new cultivation or on transfers is a subject on which tenants feel very keenly. It is not an easy problem for Government to deal with by the issue of rules, orders or instructions. The real solution can probably be found only in the growing strength of the tenants to resist extravagant

demands made by the landlords. The absence of rent disputes is gratifying. Much of the credit for this is undoubtedly due to the local system under which each tenant possesses a rent receipt book, the entries in which (both on the demand and on the credit side) are written up by the village patwaris. With the conclusion of the settlement operations the patwaris have returned to their circles, but the system for the continuous maintenance of land records has been simplified, and as a result it has been found possible to reduce the number of the staff by half. The working of the new system, which is on an experimental basis for three years, will be watched with close interest, and in particular, Government trust that the return of the land records staff to the villages will be sufficient to prevent encroachments on communal lands. The final settlement report includes a chapter written by one of the Assistant Settlement Officers on the commutation forest fees in vogue in the Borasambar zamindari estate. The suggestions made in that note should be carefully studied by the Deputy Commissioner, who should report his recommendations through the Commissioner for the orders of the Board of Revenue. The Borasambar estate still contains valuable forests: the important consideration is that they should be protected against destruction, and that the proprietors system of control and management should be such as to ensure that the reasonable wants of the tenants are supplied on equitable terms. With regard to village forests it is a matter for satisfaction that, with the consent of the zamindars and tenants, the total area recorded as grazing ground in the whole district is now 161,579 acres against 52,110 acres so recorded in the *khalsa guontiahi* area alone at the last settlement.

8. Mr. H. McPherson was entrusted with the charge of the operations when they first started, but remained for a short period only, till July 1922, when his place was taken by Khan Bahadur Muhammad Hamid by whom the operations were carried through and completed. Khan Bahadur Muhammad Hamid quickly grasped the essentials of the unfamiliar system under which the operations were being conducted. He showed great ability in dealing with the various problems which arose, and the credit for the successful conclusion of the operations is his. The thanks of Government are due to him for his excellent work. His Excellency in Council appreciates also the commendation which he makes of the assistance given to him by his subordinate officers. The names of those who have been selected for special mention in the report have been brought to the notice of the Appointment Department.

By order of the Governor in Council,
R. E. RUSSELL,
Offg. Secretary to Government.

MEMO. NO. 4011-12-R.

Dated 20th April 1927.

Copy forwarded to the Secretary to the Board of Revenue, Bihar and Orissa, for the information of the Board, Appointment Department for information with reference to para 8.

By order of the Governor in Council,
R. C. DAS GUPTA,
Assistant Secretary to Government.

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